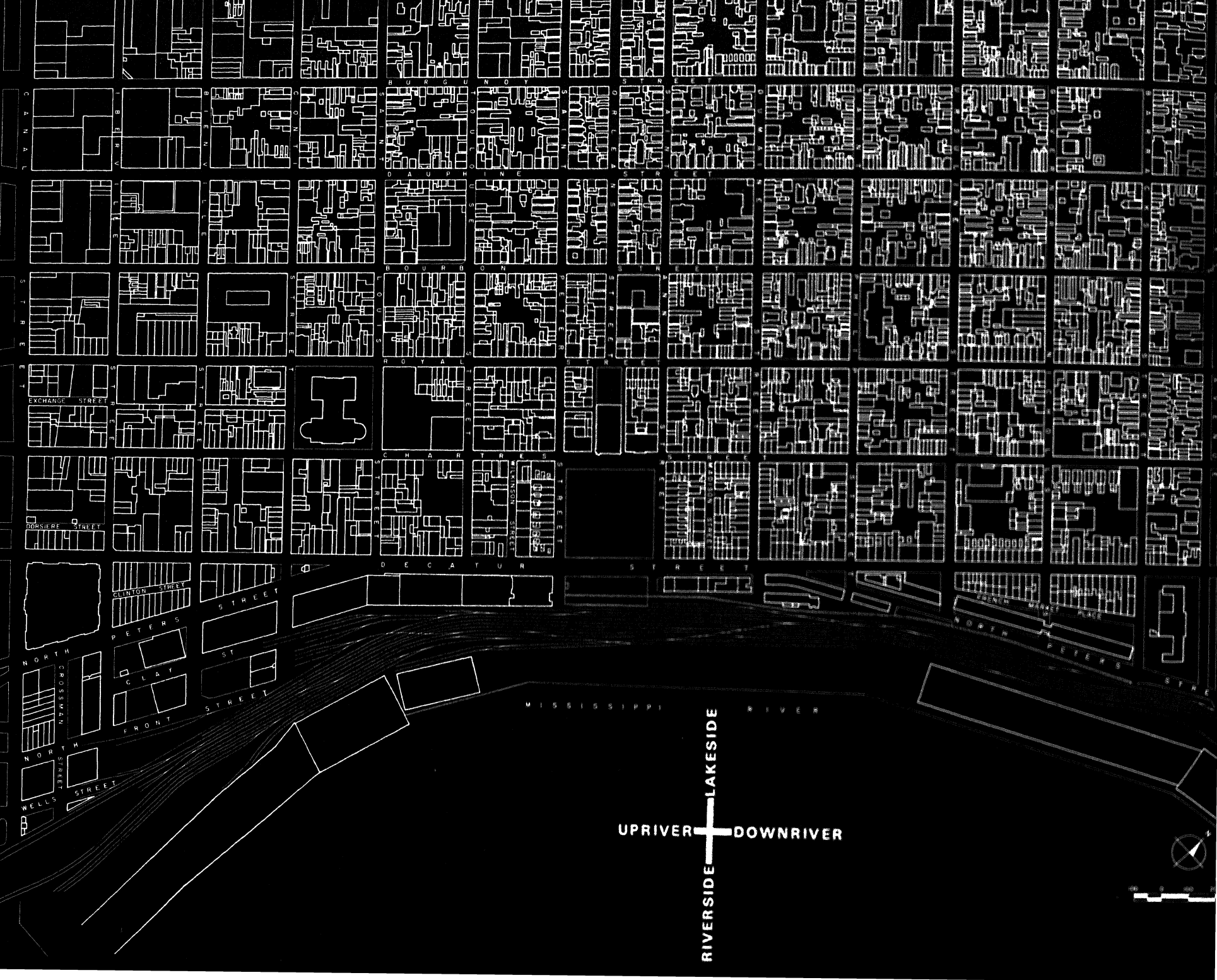


PLAN AND PROGRAM FOR THE PRESERVATION OF THE VIEUX CARRE



PLAN AND PROGRAM FOR THE PRESERVATION OF THE VIEUX CARRE

HISTORIC DISTRICT
DEMONSTRATION STUDY

Conducted by
Bureau of Governmental Research
New Orleans, Louisiana
for the
City of New Orleans
December, 1968

The Urban Renewal Demonstration Project and the publication of this report were made possible through an Urban Renewal Demonstration Grant awarded by the Department of Housing and Urban Development, under the provisions of Section 314 of the Housing Act of 1954, as amended, to the City of New Orleans, Louisiana.

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Mr. Joseph Thompson of the City of New Orleans was accountant for the Study.

ACKNOWLEDGMENTS

The Vieux Carre Demonstration Study was conducted for the City of New Orleans by the Bureau of Governmental Research, which also provided the local matching funds required to finance the Study.

Mr. Louis D. Brown, Executive Director of the Bureau of Governmental Research, supervised the completion of the Study.

Marcou, O'Leary and Associates served as the planning and design consultants for the Demonstration Study and were responsible for the preparation and publication of this report.

Hammer, Greene, Siler Associates served as the Demonstration Study's economic consultants; Charles J. Rivet and Jacob H. Morrison as legal consultants; and Carl Feiss as consultant to the Bureau of Governmental Research. Samuel Wilson, Jr. was consultant to Marcou, O'Leary and Associates on the architectural history of the Vieux Carre.

Part I of this report, Approach and Method, was written by Marcou, O'Leary and Associates. Part II, History and Architecture of the Vieux Carre, was written by Samuel Wilson, Jr. Part III, The Tout Ensemble and Change, and Part IV, The Recommended Plan were completed by Marcou, O'Leary and Associates except for the sections on social and economic change, which were prepared by Hammer, Greene, Siler Associates. Part IV, Action Program, was completed jointly by Marcou, O'Leary and Associates and Hammer, Greene, Siler Associates except for the section on administrative and legal recommendations. This section was prepared by the Bureau of Governmental Research. Russell Wright was responsible for the graphic design of this report.

Marcou, O'Leary and Associates staff for the Demonstration Study included George T. Marcou and Jeremiah D. O'Leary, Jr. who acted jointly as principals-in-charge of the project; Russell Wright who served as project administrator; Lyle Sachs, program planner; Tunney Lee and Theodore Strader, urban designers; Patricia C. Troy, editorial assistant; and Michiel Wijstma and Key Watts, technical assistants.

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Honorable Victor H. Schiro, Mayor
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City Hall, Civic Center
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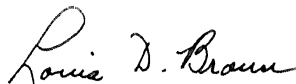
Dear Mayor Schiro:


We are pleased to report to you that the Vieux Carre Demonstration Grant Study, No. Ia. D-2, is now completed, and we transmit herewith the Final Demonstration Report together with six technical supplements thereto.

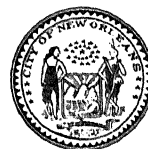
The original purposes of this Study were to provide the City of New Orleans, its agencies, and interested private groups and organizations the means whereby they may collaborate satisfactorily to create essential and permanent programs needed to preserve the identity and importance of the Vieux Carre; and to provide for other communities in the United States, interested in the preservation of their historic areas, general guidelines, as well as specific examples of methods to be used, in their own work in the preparation and administration of historic preservation plans.

We believe this Report and its supplements accomplish these purposes most comprehensively. The Bureau of Governmental Research has been pleased to be associated with the City in the development of this project and stands ready to cooperate with you in effectuating its results.

Very truly yours,


Louis D. Brown
Executive Director


Maurice W. Denney
President



VICTOR H. SCHIRO
MAYOR

CITY OF NEW ORLEANS
OFFICE OF THE MAYOR



Dear Reader:

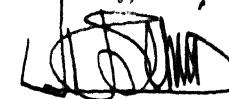
Much time, effort and money have gone into the preparation of this Vieux Carre Demonstration Grant Study and its technical supplements. It is an outstanding example of what can be accomplished through close cooperation between the City and Federal governments.

I wish to express on behalf of the City of New Orleans our appreciation for the excellent cooperation we have received from Secretary Weaver and his Department of Housing and Urban Development, and to particularly acknowledge the excellent work of Mr. Howard Cayton, Director of HUD's Urban Renewal Demonstration Program, and his staff in connection with the accomplishment of this project.

I also wish to commend the Bureau of Governmental Research, which not only was responsible for the conduct of the Study but which also provided all of the local matching funds required to finance its accomplishment.

The material contained in this Study will be of monumental importance to the City's efforts to assure the preservation of the Vieux Carre. Additionally, public officials, preservationists, technicians and professionals will find these contents of inestimable value in developing programs for the preservation of historic areas elsewhere throughout the United States.

Sincerely,



Victor H. Schiro
Mayor

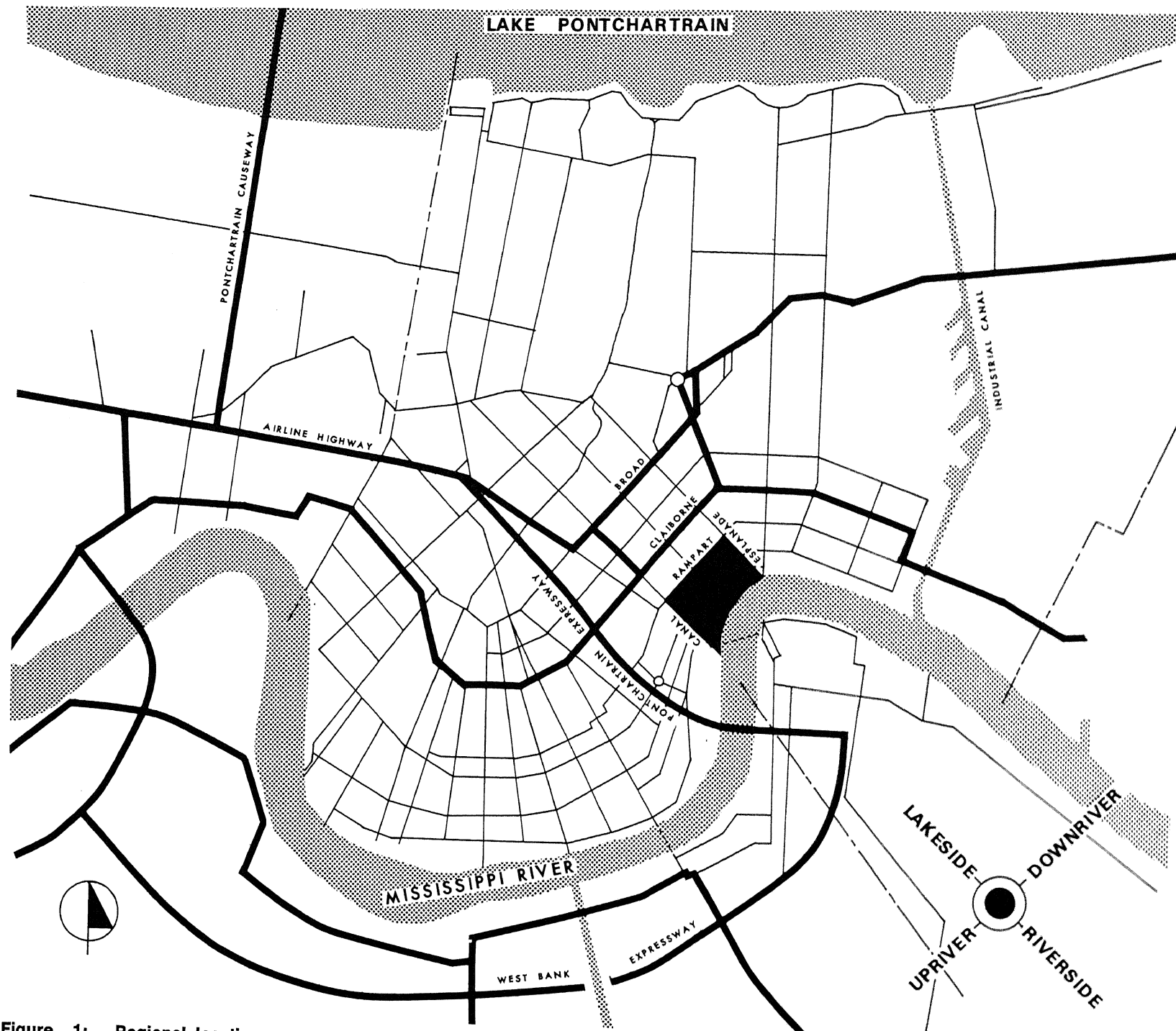


Figure 1: Regional location

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The Vieux Carre is the historic old city, an area of nearly 260 acres in the center of the modern City of New Orleans, Louisiana. Is it worth saving? If so, can it be preserved, presumably on into the indefinite future?

This report is directed towards answering these questions. The Vieux Carre, as a romantic cultural survival, is either a nuisance anachronism or an asset to the city and the nation. Ambivalent attitudes about it have destroyed many fine buildings within it, prostituted its character and quality, and made parts of it a plaything and a tourist trap. The Vieux Carre is not synonymous with the bare, bumping belles of Bourbon Street. The entire Vieux Carre is something else altogether. This altogether is called the "tout ensemble," the unique quality of the whole place and not just any one part. Protecting the night life on Bourbon Street is no problem. That can and probably should go on forever. The problem lies in the rapid attrition of the remainder of the Vieux Carre, bit by bit and chunk by chunk, including the substitution of an imitation Vieux Carre for the real one.

What is important about the Vieux Carre? Why was it necessary to spend several years in the preparation of this study and invest substantial public and private funds in so doing? All the old buildings in the Vieux Carre have been inventoried by Tulane University using Foundation funds and they have been well recorded and evaluated for their architectural merit. From the standpoint of economic benefit, hotels and Bourbon Street together are continued money-makers, although the old buildings and the remainder of the Vieux Carre have been considered an inconvenience to downtown expansion, traffic and commerce in general. But restoration and maintenance of old buildings is expensive and becomes more and more so, the older the buildings get. Cost-benefit studies might break even today, but might not tomorrow. In any case, with something like the Vieux Carre, does anyone know how to interpret benefit? Benefit to itself and benefit to the city, state and nation?

There must be something in the Vieux Carre that worries people about its deterioration and destruction. Otherwise this substantive study would not have been initiated by the City of New Orleans and the Bureau of Governmental Research in the first place. Obviously and frankly, a substantial amount of concern relates to the loss of visually sentimental or romantic qualities that are not to be found anywhere else. But is it the cast iron balconies teetering precariously over the sidewalks to have their props knocked out by a passing truck or parking car? No, probably not, because these cast iron balconies can be and are duplicated by the vertical acre in modern imitations of the historic New Orleans style all over the southeast of the United States. Is it the narrow streets and the vistas along them? No, probably not. They are so jammed with cars now that it is pretty hard to get a good snapshot of them anyway. Is it the picturesque stucco buildings covered with weathered streaks and chipped and cracked? Probably not, since everything weathers rapidly anyway in the Gulf States area. Is it the fine restaurants and the bars? These, of course, are frequently great, but they can be good anywhere and in any setting. The answer does not seem to lie in these most obvious elements that make up the Vieux Carre. The value of the Vieux Carre is not exclusively any one building or beautiful Jackson Square and its immediate surroundings. The value which cannot be defined by cost-benefit studies consists of no one element of the Vieux Carre entirety. It is made up of such a combination of circumstances, history, people, past and present, and the old buildings which somehow or other represent a living personality, that anything which is done to cheapen it, chip away at it, or to destroy any part of it, willfully or by neglect, strikes at the integrity of the whole. The destruction of this integrity is what has been happening and is really what this report—and the studies which support it—is all about.

It is easy enough to cite the Vieux Carre as the most important urban historic district in

PREFACE

the United States. Actually, this implies a comparison with other places, which is impossible since nothing like it exists. There are other important historic urban places which for their respective communities and for the country as a whole have parallel values. Historic Savannah, Charleston, or Philadelphia, among others, are not the same kind of place and the preservation program for each of them is an issue in itself. However, the methods of determining the values of preservation and the methods of achieving preservation of such an area, the major concern of this report, is also a major concern wherever historic urban area problems are to be found. The value of this study as a demonstration lies not only in its importance to the people of New Orleans and the State of Louisiana, whose ambivalence to the Vieux Carre has been mentioned above, but in its possible use as an illustration to other places as to how to go about saving each respective unique cultural asset in any city before it is too late.

The fate of the Vieux Carre is in delicate balance. This Federal Demonstration Grant Study has the purpose of strengthening the mechanisms to safeguard a work of art more valuable than any conceivable work of art in a museum. The Vieux Carre, as a work of art, is not only the visual entity of its fine architecture, but like all great works of art, it is the mixture and combination of elements and forces of a quality of perfection that creates emotional responses in the individual that separates out this work of art from surrounding urban dross. But the Vieux Carre cannot be and should not be a museum. It must always be a living part of a living city. Herein lies the problem and the challenge to which this study is addressed.

The reports contained in this study were developed by a group of specialists and experts in the fields of history, architecture, planning, economics, government, and law. Each of these experts has fallen under the spell of the Vieux Carre, reflected in the highly technical work which he has performed. Somewhere there is a witchcraft which weaves the spell which permeates these studies. It is clear that regardless of the technical discipline involved, there is no question on the part of the experts that the Vieux Carre and its tout ensemble is of inestimable value to the people of New Orleans, of Louisiana and of the United States, and that it must be preserved in perpetuity at all costs.

Now for the first time is herein presented the results of several years of devoted labor and research into the facts and character of the Vieux Carre. From this study has come a set of recommendations for the difficult task of replanning for its preservation to which the people of the city, of the state, and of the country must devote themselves in the years to come. The many people in the several organizations who have supported the study and who have worked diligently on it, have done so without bias or commitment to any other cause than the preservation and enhancement of the Vieux Carre. They have made every effort to understand the forces of change which are pressing down upon it. This entire report, with all of its supporting documentation, is a remarkable achievement of collaboration and consistency of purpose. These documents contain material which should serve as guidelines for public and private action in New Orleans and elsewhere for many years to come.

A monumental task has been performed, and this will well serve as the foundation for the monumental tasks ahead. The Vieux Carre and its tout ensemble must suffer no more loss, and from now on every action based on recommendations of this report must be in accordance with a concerted effort on the part of everyone to undertake a plan of action based on the rich material provided by this extraordinary study.

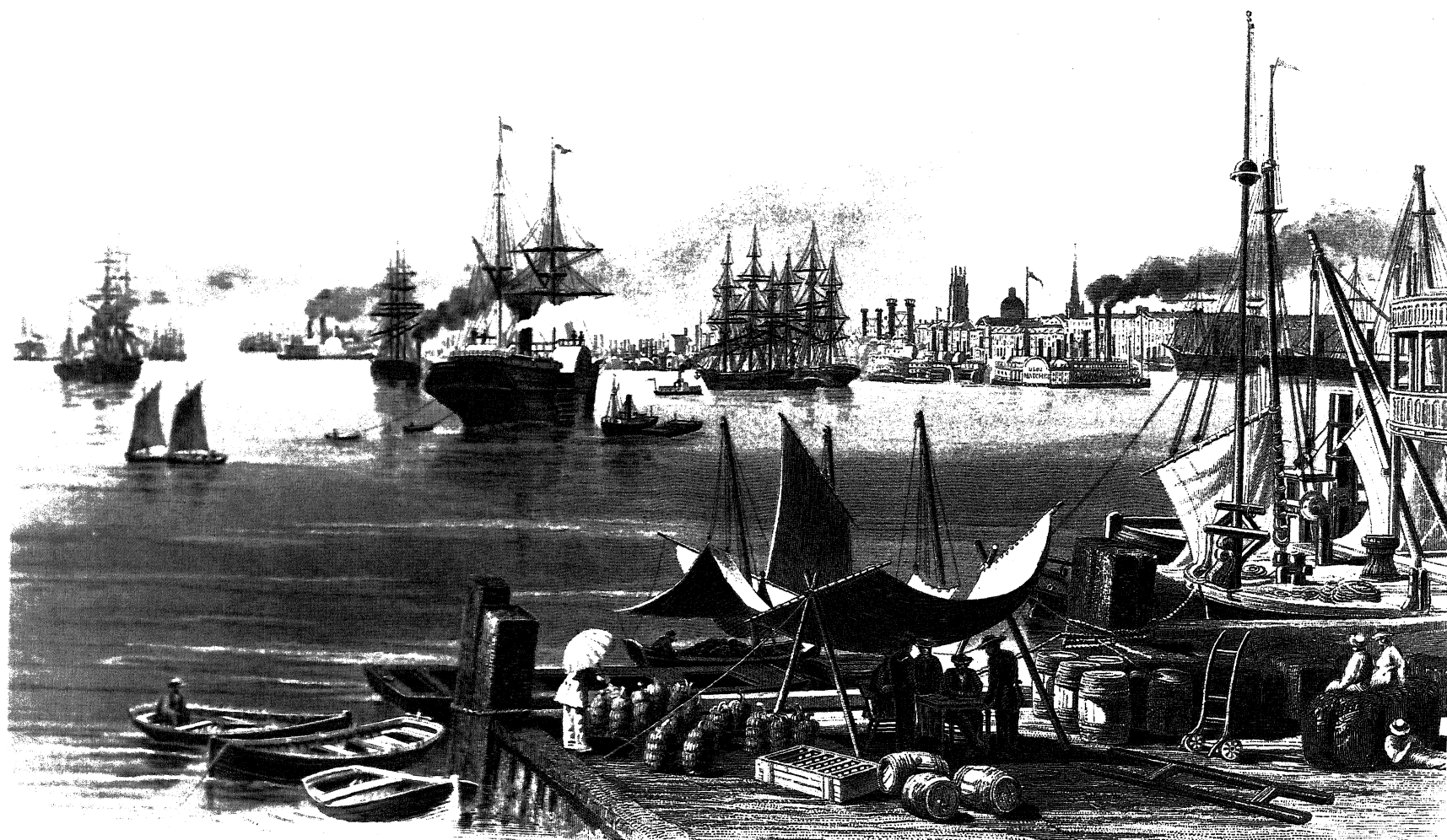
On the national front, the architecture of New Orleans has been of great interest for many

years. By 1941, 25 important buildings had been photographed and measured in the Historic American Building Survey, including not only the Cabildo, the Presbytere and the Beauregard House, but also many lesser structures, including rows of houses and cottages. Since then, the HABS has continued its interest in the special architecture of the Vieux Carre. Several structures have been declared National Historic Monuments by the Department of the Interior and the entire Vieux Carre has been considered for the National Register as a National Historic Site. The Federal Government of course recognizes that the Vieux Carre is not and cannot be a museum, even though it has all of the importance of a Williamsburg. This report is a recognition on the part of the Federal Government that the fate of the Vieux Carre is tied up not only with local decisions and with local actions, but it is also tied to a national concern. The Demonstration Grant Funds which made this study possible are clear evidence of the interest on the part of the United States Government in identifying the facts and the problems about the Vieux Carre so that a viable and positive program for its preservation can be instituted.

The results of this study are clear and concise. The Vieux Carre is worth preserving and enhancing. It is a place of great local value and of incomparable significance, not only to the City of New Orleans, but to the entire country. The steps recommended in this report are feasible of accomplishment and must be begun immediately. While controversy always swirls around the preservation effort in any community, it is hoped that by the production of this document with its facts and its proposals, there will have been produced acceptable guidelines for all of those interested in whatever fashion in the Vieux Carre to work together towards the common objective of preserving for posterity this extraordinary place as a living part of a living city.

Carl Feiss, F.A.I.A., A.I.P.

Washington, D. C.



View of the Harbor of New Orleans, as seen from the City of New Orleans, in the City of the Librarian of Congress at Washington.

D. G. Thompson.

New Orleans



THE SECRETARY OF HOUSING AND URBAN DEVELOPMENT
WASHINGTON, D. C. 20410

October 29, 1968

Honorable Victor H. Schiro
Mayor of the City of New Orleans
New Orleans, Louisiana 70112

Dear Mayor Schiro:

Subject: Urban Renewal Demonstration Project No. La. D-2


I am delighted that the Vieux Carre demonstration project report is ready for publication. The City of New Orleans has reason to be proud of this activity and of the forward-looking plan it has produced, to protect and enhance the area--not as a museum--but as part of a living, modern city and to ensure its cultural, social, and economic future.

As Secretary of the Department of Housing and Urban Development which was a partner in that venture, I naturally share in the sense of accomplishment that you, as the Mayor, must feel as this report goes to press.

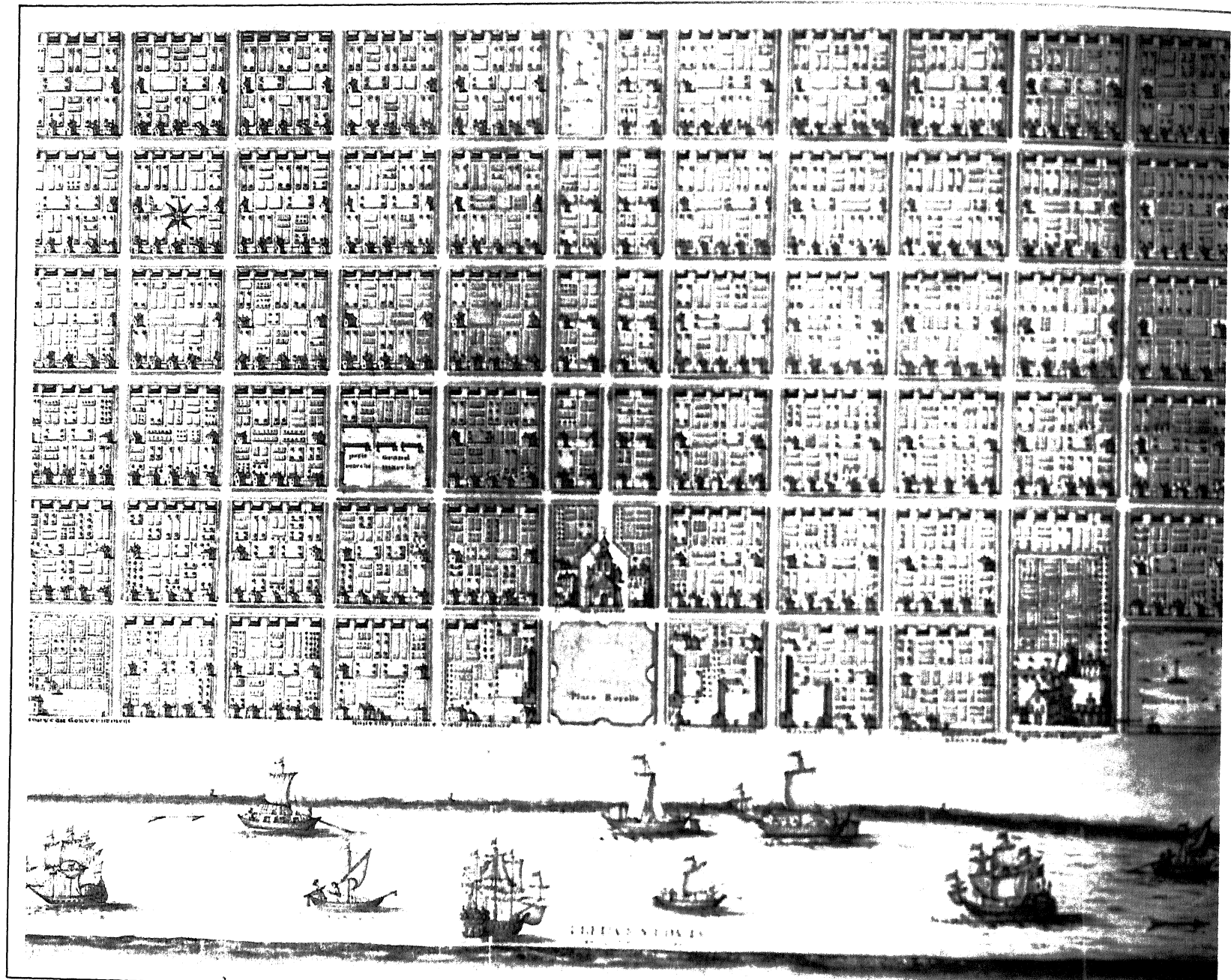
The Vieux Carre, one of the most important historic areas in our country, includes architectural evidence of a unique culture that spans two hundred-fifty years. People of diverse nations and races have lived together here harmoniously down through the years. Not only have they contributed to each other and to the Nation their many talents in the arts, but they have demonstrated a way of life which can serve as an example for other communities. The Nation, as well as New Orleans, is proud of this heritage.

In planning the preservation of this area as an entity--the "tout ensemble"--rather than the preservation simply of the individual buildings, your City has established a guide for other communities to follow in planning the preservation of their own historic areas.

Sincerely yours,


Robert C. Weaver

FOREWORD



Decorative though highly imaginative plan of the Vinux Carro, 1795.

INTRODUCTION

The Vieux Carre, the old French Quarter of New Orleans, is probably the best known historic district in the United States. It includes all of the land within the original city established in 1718 as the capital of France's new empire in America. Within this area of about a hundred squares, one finds himself in the midst of the substantial architectural evidence of a unique culture shaped during the course of a 250-year history. Here, as in few other places in the United States, people of many diverse backgrounds have lived together to create a social and physical heritage of which New Orleans is genuinely proud.

The Vieux Carre is a special place in many ways. The scene of historic events, the site of many significant buildings, the showcase of jazz, the setting for America's most famous Mardi Gras, all make the French Quarter unique. The Quarter plays a key role in the economy of New Orleans as a major attraction for tourists and visitors. It also functions as a specialty shopping district; a center for arts and crafts; an entertainment complex; an in-town residential area; and a cultural focus of regional and national importance.

Today the Vieux Carre is threatened as never before by forces of disruptive change. Because the Quarter is located in the heart of the city, immediately adjoining the Central Business District, the growth of the metropolis is creating development pressures that pose a direct challenge to the historic area's continued existence.

The imminence of disruptive change on the Vieux Carre has prompted the City of New Orleans with the assistance of the federal government to initiate this study of the French Quarter.

Since 1937 the Vieux Carre has been protected against the impairment of its "quaint and distinctive character" through a municipal ordinance establishing the Quarter as a historic district and setting up a Vieux Carre Commission to administer the ordinance. The ordinance was authorized by an amendment to the Constitution of Louisiana.

However, there has never existed a plan or program for preserving the Vieux Carre based on factual analysis and a systematic statement of public policies. A recent publication pointed out:¹

Many conflicting goals, some of which might be characterized as 'inner conflicts' have contributed immeasurably to the confusion of intents and interpretations regarding that 'quaint and distinctive character' stipulated in the city ordinance.

The Vieux Carre Plan seeks to define a process for coordinating future public and private decisions so as to achieve a common set of goals for the historic district's preservation. The Plan identifies both the problems and opportunities now confronting the Vieux Carre and proposes methods and procedures for reconciling modern needs with the maintenance of essential historic and environmental values.

The Vieux Carre study has been prepared under a Demonstration Grant financed by the U.S. Department of Housing and Urban Development under Section 314 of the Housing Act of 1954 and by funds made available to the City of New Orleans by the Bureau of Governmental Research. The study was conducted for the City of New Orleans by the Bureau of Governmental Research.

The planning and policy recommendations of the report are based on the most extensive analysis of physical, social, economic, legal, and administrative factors ever undertaken for a historic district in the United States.

The study's recommendations have been formulated through interaction and discussion among public and private groups in New Orleans throughout the planning period. Interviews were undertaken to examine the Vieux Carre's problems with representatives of major groups concerned with its future. A series of meetings were also held to review and discuss major findings and conclusions resulting from surveys and planning studies. An attempt has been made to initiate a workable partnership between public and private interests but it clearly must be strengthened if an effective process of plan implementation is to be achieved.

While the Vieux Carre is unique, every historic district can be considered unique. But because of common characteristics, common problems, and common objectives, it is hoped that the approach and process outlined in this report for carrying out historic preservation in the Vieux Carre will prove applicable to other communities.

This report includes all the major findings and recommendations of the Demonstration Study. A Technical Supplement contains the reports of the various consultants associated in the study. These include separate reports on environmental, historic, economic, legal and administrative aspects. In addition, the Technical Supplement contains *An Evaluation of the Effects of the Proposed Riverfront Expressway on the Vieux Carre*, which was prepared as an extension of the Demonstration Study.



Entrance gate at the Cabildo

SUMMARY

The Vieux Carre is the present product of an evolution extending back over two and a half centuries. Today the Quarter is challenged as never before by the forces of change, many of them seriously disruptive. Though change is inevitable even in a historic district, accommodating the Vieux Carre to the requirements of modern life should not be achieved at the price of the integrity of the historic district's unique environment.

This report proposes a *system of analysis* and a *process of historic preservation* to accommodate the Vieux Carre to change while insuring the continuation of the historic district's *identity, diversity, and authenticity*.

In every historic district decisions about change must be based on some conception of history and historical continuity. The approach applied in the Vieux Carre regards history as a continuous and irreversible process. All events are interconnected: The past creates the present which, in turn, shapes the future. Contemporary identity can best be understood as the product of historical continuity. Thus, the purpose of preservation planning can be viewed as channelling change to assure an unbroken continuity of the past

into the future.

Museum villages like Williamsburg and Old Sturbridge Village represent another approach. They seek to re-create the life and environment of a past era, often complete with period dress and activities, by reversing the movement of history and directing change backward in time to restore and reconstruct some "Golden Age."

Another approach attempts only to stop the clock, not turn it back. Change must be walled out as a threat to an area's historic identity. Preservation is considered here as a means of retaining the order and stability of the old by preventing the unknown consequences of the new.

Both these approaches would deny the Vieux Carre's present identity as the product of a continuous historical process.

The genius of the Vieux Carre is in the unity of its environment. This has been legally recognized in Louisiana in the concept of the "tout ensemble": Preservation efforts must be directed not just at buildings, but

at the sum total effect, buildings plus environment. The elements that constitute the tout ensemble, the Quarter's special identity, need to be clearly identified if effective steps are to be taken to preserve it. An analytical method is proposed in the report to identify the specific physical and functional components that make up the Vieux Carre's tout ensemble. This establishes what structures and activities in the Quarter are "fixed," that is not subject to change, and what can be changed without endangering the Vieux Carre's essential character. The tout ensemble, thus defined, is then examined in the report against the magnitude and character of future change that will act upon the Quarter. Future change includes both physical and non-physical pressures operating, in some cases, in desirable directions and, in other cases, to the detriment of historical continuity.

Findings and Conclusions

The principal findings and conclusions of the Demonstration Study constitute a set of specifications to be met in any plan for the Vieux Carre:

1. **Preserving and strengthening the tout ensemble is the central problem to be solved through co-**

ordinated public and private action in the Vieux Carre. The tout ensemble, the identity of the Quarter, is characterized principally by its *authenticity* and *diversity*. Authenticity relates to the quality and integrity of both old and new elements of the environment. Demolition by neglect of old structures, modern improvements incompatible with the historic content, antique appliques for effect, and the misuse of old forms for new purposes—all serious dangers to authenticity—can be found in growing number within the Quarter's confines.

Diversity applies to existing types of buildings and activities and the social composition of the Quarter. A multiplicity of architectural styles, uses, and population groups contribute greatly to the lively contrasts, vitality, and awareness of historical continuity that permeates the Vieux Carre.

The Quarter's physical environment, with its highly differentiated subareas, clearly defined street grid, and landmarks of great expressive meaning, possesses unusual clarity and coherence. But at its front door the historic physical and visual linkage between the area of original settlement and the Mississippi has been gradually destroyed by industrial and rail uses that have grown up along the riverfront. The linkage should be re-created by reestablishing the Mississippi as the natural physical boundary of the Quarter. And wherever feasible historic features such as the Riverfront Promenade, a principal attraction of the late Colonial period, should also be re-created to serve modern needs for amenity and use.

2. **Future change in the Vieux Carre should be guided in terms of its type, scale, location, and quality to insure the continuity of the tout ensemble.** Regulatory controls governing both new construction and rehabilitation-restoration activities in the Quarter need to be strengthened as applied to the public as well as private sector. The current controversy surrounding the proposed Riverfront Expressway is indicative of the problem. The legal and administrative basis for effective design review procedures in the Vieux Carre urgently needs clarification. All forms of new construction and remodeling within the Quarter—from expressways to buildings to firehydrants—

affect directly the quality of the tout ensemble. They should be regulated to assure compatibility within the terms of the Vieux Carre Ordinance.

New development should be consistent with the close-knit, domestic scale and varied atmosphere of the old district. In design, new structures should honestly express present-day life and be sympathetic to the architectural character of existing historic structures. The height, material, color, form, and site plan of new structures should be related to those of existing historic buildings. The visual effect of all construction should be considered in relation to the character and continuity of relevant street facades and the overall architectural setting. Though constant care is required to ensure that new "improvements" are in fact "improvements," suitable new development can make the Vieux Carre a more convenient place in which to live, work, and visit and thereby measurably increase its quality. Improvements, however, that threaten essential buildings or environmental values, i.e., the components of the tout ensemble, should not be countenanced.

New development should be planned in relation to activity centers contiguous to the Quarter, especially the Central Business District. Adjoining development should be planned not only to minimize unintended, harmful side effects on the quarter but enhance it as well by providing needed supporting facilities.

The quality of rehabilitation-restoration work currently under way in the Vieux Carre is a special source of concern. Steps should be taken to promote higher standards of rehabilitation, especially to avoid pseudo-historical effects that denature the authenticity of the surroundings. Guidelines are needed to control increases in density that have commonly resulted from rehabilitation projects.

Positive as well as negative action is required. Financial and technical assistance should be provided to undertake a positive program for maintaining and repairing buildings of architectural and historic significance. Current experience amply demonstrates that negative controls like zoning and architectural regulations alone are insufficient to achieve essential preservation ob-

jectives. The main objective should be to continue the Vieux Carre as a living, functioning community, not a museum complex. Thus, individual structures should be preserved for continued use compatible with their architectural character.

3. **Change should be channeled to eliminate blight and deterioration now existing within the Vieux Carre.** In so doing, the necessity for accommodating change can be converted from a problem into an opportunity. Over 20 percent of the structures within the Quarter are substandard; about 15 percent of the buildings suffer from serious damage to their foundations. Improved building maintenance standards can do much to upgrade conditions. Private rehabilitation activity within the Quarter is gradually improving conditions where masonry construction predominates and structures are suitable for residential use. However, a number of pockets of deteriorating structures exist with little current potential for rehabilitation.

Areas along the edges of the Vieux Carre, especially in the Riverfront Area and along North Rampart Street, present serious long-term problems because of the type and condition of buildings and the nature of uses located there. These include obsolete structures and declining functions that are incompatible with the tout ensemble. Industrial, wholesaling, and heavy commercial activities in these areas are highly detrimental to the historic character of the Quarter and should be gradually phased out of existence.

Economic analysis indicates that strong development pressures, reflecting the Vieux Carre's increasing appeal as a nationwide tourist attraction, will continue to operate for at least several decades. Unless growth pressures are diverted into declining and under-utilized areas like the riverfront, they will continue to exert pressure directly on the core of the Vieux Carre to its increasing detriment.

Developable land is especially needed for hotel-motel facilities and parking garages, which can be most appropriately built on the periphery rather than in the heart of the Quarter where the old buildings of architectural and historic value are concentrated. Through a combination of pub-

lic incentives and controls, development pressures can effectively be directed to eliminate blight and deterioration within the historic district in a short period of time.

4. **Joint public and private action should be taken to expand the scope of functions and facilities available in the Vieux Carre to improve the quality of life and increase its attractiveness for tourists.** Surveys undertaken as part of the Demonstration Study indicate a pressing need for additional facilities for tourists and visitors, community facilities for local residents, and supporting cultural and entertainment activities for out-of-town visitors, city, and Vieux Carre residents. As an important ingredient of change, the location, design, and character of new facilities should be carefully related to existing uses and structures.

A system of public and private open space, based on the historic pattern of courtyards, squares, and promenades, should be re-created to provide an internal physical structure to the Quarter. A landscaped network of parks and walkways would relate important historic buildings, shopping and entertainment areas, and tourist facilities of all sorts into a single organizing element keyed to the Vieux Carre's varied and intimate pedestrian scale.

5. **The requirements of the automobile within the Quarter should be subordinated to the need for preserving the quality of the historic environment.** The visual and physical effects of the Riverfront Expressway pose a critical problem. The proposed elevated roadway, because of its great massiveness and length through the Quarter would create a formidable visual and physical barrier separating the historic core from the river. The size and prominence of the elevated structure, especially at Jackson Square, would create an intrusion strongly alien to the Quarter's traditional scale. By planning the expressway as an integral part of the entire Riverfront Area's redevelopment, the adverse expressway effects can be moderated, but they cannot be wholly eliminated. The grade-level alternative to the elevated design deserves serious consideration as a further way of reducing the expressway's potentially deleterious impact.

Other current problems of access and movement include inadequate internal transportation; frequent traffic congestion; difficulties in service and goods-handling; and excessive through traffic on local streets. Inadequate parking for visitors, shoppers, workers, and residents is an ever increasing problem tied directly to the Quarter's continued development. Improperly located parking facilities are a particularly serious problem.

Planning for the Vieux Carre should seek to divert as much through traffic as possible around the Quarter, especially trucks and busses. Internal movement must be greatly improved. The pedestrian system should complement an internal vehicular system. With some form of effective, internal transit for tourists and others, parking facilities could be concentrated on the periphery of the Vieux Carre rather than dispersed within the area. By reducing vehicular travel within the Quarter, environmental conditions would be substantially improved and the historic pattern of unhurried street life could gradually be restored.

6. **Administrative, financial, and legal mechanisms for carrying out preservation in the Vieux Carre should be organized into a coordinated public-private effort.** Neither public nor private efforts alone will be sufficient. But public controls and incentives based on clearly defined preservation policies can guide already strong private economic forces to achieve objectives. Current uncoordinated development must be viewed as a clear and present danger.

The Quarter's economic importance as the focus of the city's tourist and convention trade must be given greater recognition by business leaders and public officials. The level of city services, public improvement priorities, and local tax policies regarding the Quarter should fully reflect its significance as a major asset to the city, state, and nation.

Strong public and private leadership mobilizing broad community support will be needed in the future to make preservation work. The support and participation of private citizens, civic groups, property owners' associations, and others concerned with the Vieux Carre's future are essential. Unfortunately, all too often in the past factions rather than coalitions have characterized

the response of local groups to public issues. Research completed during the Demonstration Study can, at least, provide a basis for consensus regarding the facts of impending change and encourage sounder decisions.

Existing public mechanisms need to be improved by increasing the effectiveness of regulatory controls and incorporating a broader range of elements into the preservation process. New devices are also needed to stimulate public and private action in critical problem areas. Above all, the administrative and financial capability of the city to carry out historic preservation in the Vieux Carre must be substantially enlarged.

Major Recommendations

Both long-range and short-range recommendations are set forth in the Vieux Carre Plan. The long-range recommendations are designed to achieve planning objectives that are essential to the historic preservation of the Quarter but cannot be feasibly undertaken now or in the immediate future. Basically they provide a useful long-term perspective for current decisions that may otherwise be made in ways that needlessly hamper rather than support the implementation of the Plan.

The shorter-range proposals are considered both desirable and feasible. These proposals, geared to the year 1985, establish a basis for programming capital improvements in the Vieux Carre and identifying the character, cost, and scheduling of specific improvement projects as spelled out in the Action Program.

The principal planning proposal calls for the redevelopment of the Vieux Carre's Riverfront Area in a series of stages. New apartments, shops, restaurants, office buildings, tourist facilities, and parking linked together by a network of landscaped open spaces are proposed to replace dock, rail, and industrial uses that now separate the older section of the Quarter from the Mississippi.

By 1985 the Plan recommends the development of a Riverfront Center from Iberville Street to St. Peter, including all the area from the proposed Riverfront Expressway to North Peters Street. The Riverfront Center would contain a range of facilities within a single, interrelated complex. Specifically, it would include a Visitors Center, a hotel, an arts and craft center,

an antique mart, related entertainment and commercial uses, and a series of parking garages.

Adjoining the Riverfront Center, Place Pontalba (also scheduled for completion by 1985) is proposed as a broad pedestrian plaza between Jackson Square and the river. Two museums would flank the plaza on either side.

Riverfront redevelopment after 1985 would include most of the area between the Riverfront Expressway and the river. Approximately 1,200 dwelling units would be constructed through the development of apartment structures fronting the Mississippi along a new tree-lined Riverfront Promenade. The design and arrangement of the apartments would be oriented to the existing street grid, the expressway, and the spectacular views that result from the tight bend in the Mississippi which occurs here.

A complex of office and apartment towers, stores, tourist accommodations, and parking structures would also be constructed adjoining the International Trade Mart at the river end of Canal Street.

Other developments proposed under the Plan lakeside of North Peters Street would be completed by 1985. Principal projects include redevelopment of the Louisiana Wildlife and Fisheries Commission Building site (formerly the Louisiana Civil Courts Building) for open space and commercial purposes, the completion of pedestrian malls on Exchange Alley and Clinton Street, a new school and playground to serve the Quarter's residential neighborhoods, several new parks, and extensive street beautification.

A major recommendation is that general commercial uses not be extended downriver of St. Ann Street except for the North Rampart Street frontage. Continued vertical mixture of commercial and residential uses within buildings would be encouraged. Over the long-range future most industrial, wholesale, and transportation activities are proposed to be gradually phased out of existence within the limits of the historic district. Hotels, motels, and parking facilities would be specifically diverted away from the core of the Vieux Carre. An important planning objective is the stabilization of the Vieux Carre's existing residential neighborhoods, recognizing that the Vieux Carre should continue as a place for homes as well as businesses. Traffic, transit, and parking improvements are also proposed. By 1985 it is recommended that new parking structures be constructed with a total capacity

of about 5,100 spaces. Over the long range the supply of parking spaces in the Quarter would be expanded from 6,000 to 13,000, of which 11,800 would be in off-street facilities.

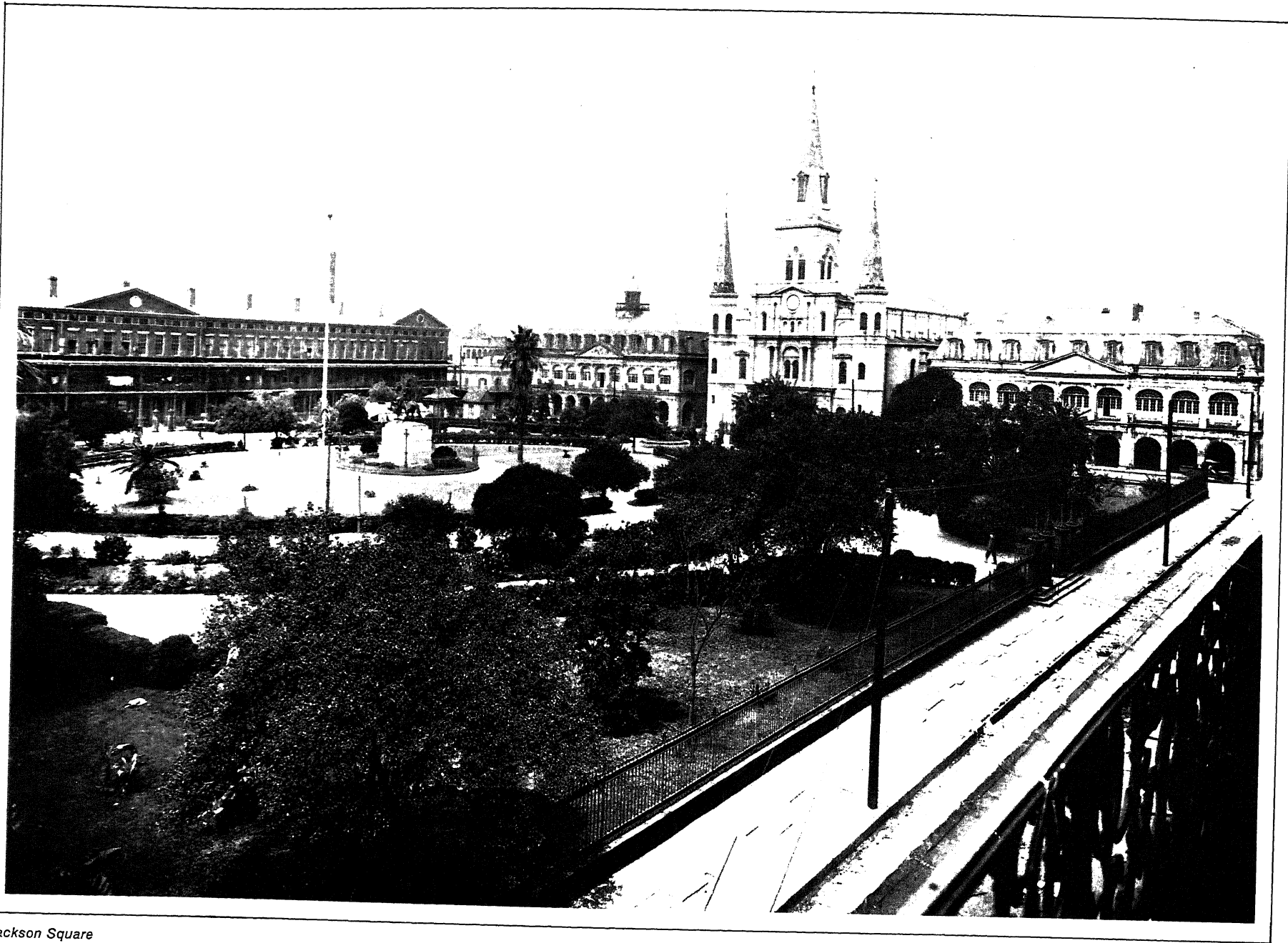
To implement these planning proposals, an Action Program is proposed in the report. The Action Program would include these elements:

- 1) An area-wide code enforcement program.
- 2) A revolving fund and other assistance to preserve buildings of major importance.
- 3) Comprehensive zoning changes based on a "selective" zoning concept.
- 4) A private improvement corporation to supplement public and private preservation activities.
- 5) A Vieux Carre Historic Preservation District under the management of a seven-man Board of Commissioners which would replace the present Vieux Carre Commission and which would have broad powers and authority to regulate and administer the affairs of the Preservation District.
- 6) A capital improvement program identifying specific projects to be undertaken in two six-year program periods from 1968 to 1980.

The total cost of carrying out the Vieux Carre Plan is estimated to be over \$128 million. Approximately two-thirds of the development cost would be incurred in carrying out the comprehensive redevelopment of the Vieux Carre's riverfront. Private enterprise would be responsible for implementing most of the development proposals. Over \$88 million in private investment and about \$40 million in public investment would result from the effectuation of the Plan.

With the completion of the Plan, increased property tax and rental income from the Vieux Carre would provide the city and state with almost \$1.2 million in revenues annually. Analysis indicates that the Plan is sound when judged by the public costs required and the prospective return, through increased tax revenues and other income, on the investment of public funds.

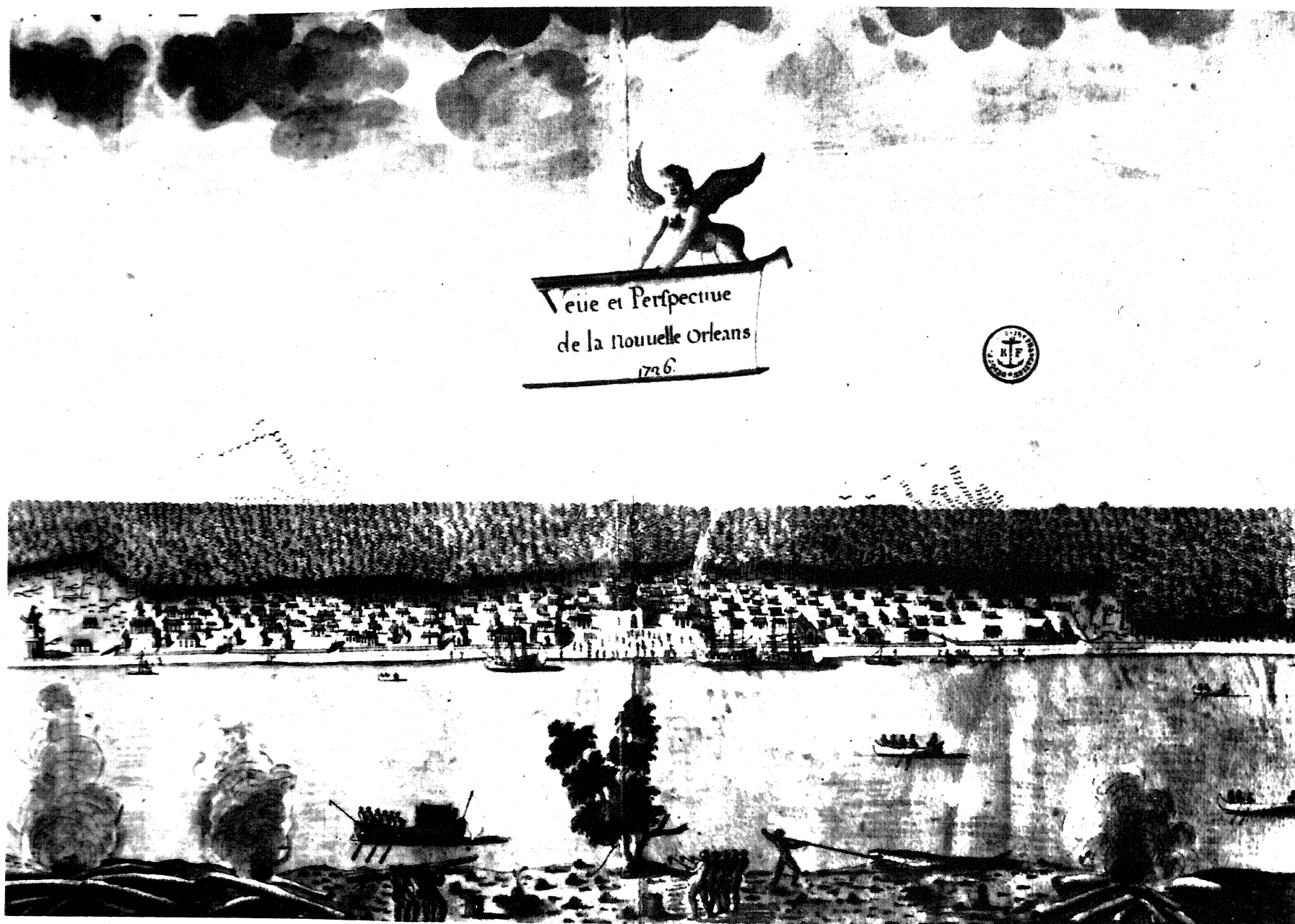
In the long run, the noneconomic benefits of preserving the Vieux Carre will far outweigh the quantifiable financial return. New Orleans' pride in the Vieux Carre and the community's stake in the Quarter's historic heritage is not essentially a dollars and cents matter.



Jackson Square

PART I

APPROACH AND METHOD



View of New Orleans, 1726

An increasing number of cities in the United States have enacted laws establishing historic districts like the Vieux Carre. The historic district, as a device, is a key tool in the preservation kit.

The provisions of historic district legislation are generally similar to those of the New Orleans' Vieux Carre Ordinance, passed in 1937.¹ A geographic area containing a concentration of historic structures is specifically defined and a Historic District Commission similar to the Vieux Carre Commission is established to review all permit applications for new construction, reconstruction, alteration, removal, or demolition of buildings within the historic district. In short, regulatory objectives can be stated as follows:

*Historic district architectural controls aim at preserving appearance without change in ownership or use; where the setting is important as well as the buildings, or the relationship to each other of a sufficient number of historic buildings creates a whole that is greater than the sum of its parts . . .*²

External architectural features are subject to review by the Vieux Carre Commission, considering such factors as "the appearance, color, texture of materials and architectural design of the exterior."³ Unlike New Orleans, however, many cities incorporate architectural control provisions directly within the city's existing zoning ordinance.

While New Orleans passed the first ordinance for preserving a historic district in 1924, it was never enforced. Charleston, South Carolina, is considered the first city in the nation to enforce such an ordinance (enacted in 1931). More recently, Providence, Rhode Island, adopted a historic preservation ordinance based on the work of the College Hill Demonstration Grant Study completed in 1959. Other cities with historic district laws include Albuquerque, New Mexico; Alexandria, Virginia; Annapolis, Maryland; Boston, Massachusetts; Columbia, South Carolina; Dover, Delaware; Lexington, Kentucky; Mobile, Alabama; Portland, Oregon; Richmond, Virginia; Sacramento, California; San Antonio, Texas; Santa Barbara, California; Santa Fe, New Mexico; Schenectady, New York; Springfield, Illinois; Williamsburg, Virginia; Winston-Salem, North Carolina; and Washington, D.C.⁴

Preservation: Purposes and Problems

The purpose for creating a historic district may be bricks-and-mortar—to preserve architecture—or dol-

lars-and-cents—to increase a historic district's tourist appeal—but primarily preservation should be thought of as having a flesh-and-blood social purpose, to enrich and give meaning to the daily life of the people of a community.

Americans have been called a future-oriented people. But our search for the new, propelled by science and technology, is increasingly pervaded by doubts about many of the results of that search. The environment of our cities appears more stereotyped and monotonous as everyday life becomes more mechanized. Historic preservation is certainly relevant to the needs of a future-oriented society, as is any effort that can increase the interest and diversity of the cityscape and add to our pleasure and understanding.

As a nation we have been frequently careless with our considerable architectural, artistic, and historic heritage. Four main reasons have been suggested for this:

1. *Insufficient awareness of the importance of this heritage—especially by those in decision-making positions.*
2. *The difficulty of identifying the valuable things and the absence of criteria for determining their relative importance.*
3. *Present design approaches and methods which do not take the trouble to retain important elements, and generally do not provide motivation to do so.*
4. *The lack of a method for considering the value of excluding forms to local people, and of mechanisms for making policy decisions about them on the local level.*⁵

A systematic approach and method of analysis is clearly needed for undertaking preservation planning in any historic district.

Vieux Carre Approach and Method

It has been widely recognized that the genius of the Vieux Carre is to be found in its environmental unity and that preservation efforts should be directed at the sum total effect, buildings plus environment.

The Supreme Court of Louisiana adopted the important "tout ensemble" rule in holding that the Vieux Carre Ordinance applied to all structures in the historic district irrespective of an individual building's own historic or architectural value:

And there is nothing arbitrary or discriminating

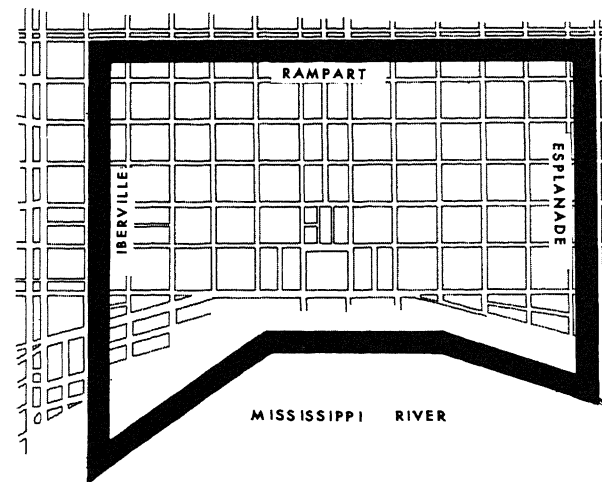


Figure 2: Legal boundary of the Vieux Carre



The French Opera House, now destroyed, an example of a past associative site

in forbidding the proprietor of a modern building, as well as the proprietor of one of the ancient landmarks, in the Vieux Carre to display an unusually large sign upon his premises. The purpose of the ordinance is not only to preserve the old buildings themselves, but to preserve the antiquity of the whole French and Spanish quarter, the tout ensemble, so to speak, by defending the relic against iconoclasm or vandalism. Preventing or prohibiting eyesores in such a locality is within the police power and within the scope of this municipal ordinance. The preservation of the Vieux Carre as it was originally is a benefit to the inhabitants of New Orleans generally, not only for the sentimental value of this show place but for its commercial value as well, because it attracts tourists and conventions to the city, and is in fact a justification for the slogan, America's most interesting City."

Thus, the court provided legal sanction for undertaking preservation in the Vieux Carre so as to maintain the historic district's environmental unity against harmful change. The whole has been clearly recognized as greater than the sum of its parts.

The identity of the Quarter is synonymous with this concept of the tout ensemble. The police power is authorized to protect those elements of the whole that contribute to the area's physical identity and to prohibit elements that are deleterious. Since land uses are already subject to police power regulation under zoning, functional (land use) components must also be incorporated in an operational definition of the tout ensemble. Such a definition is needed in making everyday decisions about the conservation, improvement, or replacement of individual buildings and uses within the historic district.

Though harmful change must be avoided, the necessity of change, even in a historic district, should be understood and accepted. Change acts on the tout ensemble in a multitude of ways, subtle and otherwise, and the product of this interaction over time may or may not create historical continuity. Public action in the Vieux Carre can be viewed as an attempt to guide change in order to preserve the tout ensemble by insuring that its historical continuity is not broken.

The Vieux Carre is the present product of this kind of interaction extending over two and a half centuries. Architecturally, no single style predominates. Rather the Quarter is a kaleidoscope of styles and periods

expressing its highly diverse cultural evolution. The Quarter's evolution is reflected, as well, in its mix of activities and social groups.

In order to reconcile preservation values with the requirements for necessary and compatible change an accommodation must be made between the two. The following discussion outlines the approach and method used in this study for defining the components of the Vieux Carre's tout ensemble, dimensioning the parameters of change, and, finally, formulating a means to promote through historical continuity an orderly and effective adjustment between them.

Components of the Tout Ensemble

The physical and functional components of the tout ensemble can be defined as follows:

PHYSICAL COMPONENTS:

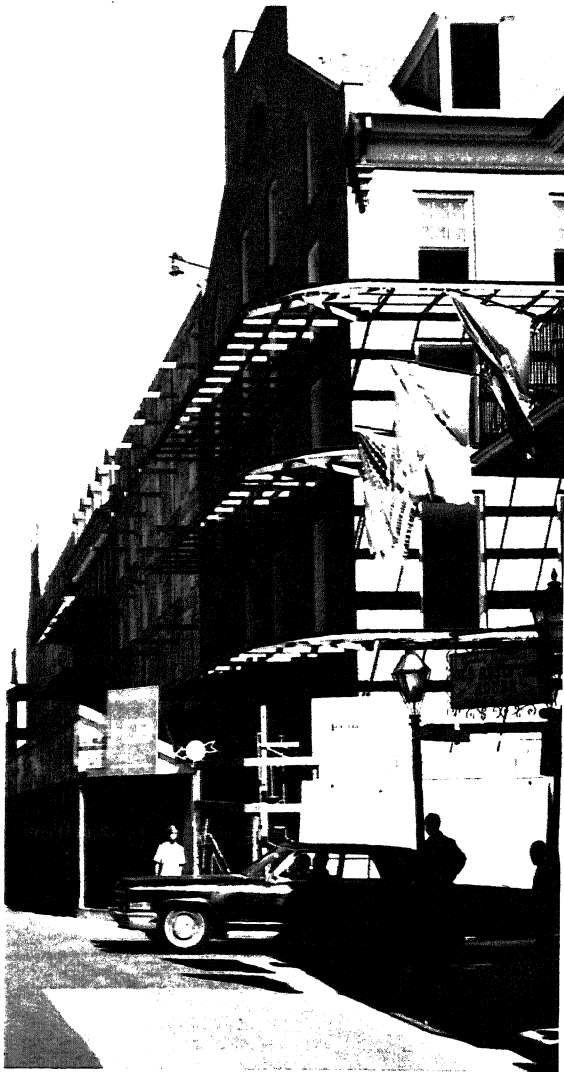
They include both man-made elements and natural features:

- Single man-made objects including buildings, street furniture (street lights, hitching posts, etc.) and other artifacts.
- Combinations of architectural features including street facades, other groups and masses of structures, and boundary forms (levees, embankments, etc.)
- Open spaces (squares, courtyards, etc.) and landscape features together with the natural features of topography and water.
- Landmarks and other points of visual dominance, viewpoints, and vistas.'

These above components contribute mainly to the visual quality of the tout ensemble. In addition, another set of physical elements in the environment that evoke mental associations when encountered should be added. As Jacobs and Jones have written, "*The power of various objects contained in the city to call to mind both past and present associations is to a large extent responsible for our image of the city.*"⁸ This set of components includes:

- Historic places associated with past events or important personalities and groups and physical elements having present associations—points of social activity (institutions, churches, museums, etc.)—that do not at this time necessarily have historic significance.

A final set of tout ensemble components can also be identified:



The new Royal Sonesta Motel, Bourbon Street, a recent change in land use

- Buildings of architectural and historic significance.

Field surveys were conducted as part of the Demonstration Study to inventory each of these specific physical components of the tout ensemble.

FUNCTIONAL COMPONENTS:

The land use of each parcel of property in the Quarter was also recorded by field survey. Information was mapped to analyze separately ground-level use and the predominant use of each parcel. Information was supplied by the City Planning Commission for three widely separated years—1929, 1949, and 1965. The use of nonresidential floor space was also tabulated for 1965. Characteristic, long-term land use patterns such as the “fine-grained” intermixture of activities—particularly the mixture of commercial and residential uses—were examined in this manner.

The use of each building in the Quarter was then studied to determine its compatibility with its environmental surroundings. Incompatible functions were thereby defined on an individual parcel basis. In this way the functional components of the tout ensemble were evaluated.

Parameters of Change

A range of studies concerned with physical, social, and economic conditions, transportation, and development potentials was completed to determine the broad parameters of change affecting the Vieux Carre.

Studies were supplemented by interviews with leaders representing various public and private interest groups concerned with the future of the Quarter. Next, the results of this research were analyzed to determine the relative importance of various forms of change either currently operating or expected to influence the Vieux Carre's physical, social, and economic character during the next several decades.

Pressures for change were found to have both internal and external origins. The more important factors generating recent change show strong evidence of affecting the tout ensemble for a considerable future period. The chief factors identified were 1) the continued growth of tourism in the Quarter, 2) the area's increasing popularity for upper-income housing, 3) the mounting requirements of the automobile, and 4) the expansion needs of the adjoining Central Business District.

It was also concluded that change can be expected as a result of future public and private efforts to eliminate uses and structures that add little or nothing to the Quarter's identity or are actually harmful to the tout ensemble. The elimination of an undesirable use or structure, in effect, “kills two birds with one stone” by ridding the Quarter of a nuisance and, at the same time, yielding space for needed new facilities.

The type, amount, and locational pattern of expected change were investigated block by block. Physical change in a built-up area like the Vieux Carre takes place through either new construction, rehabilitation and restoration of existing buildings, or their deterioration and demolition. New construction includes, as well as buildings, various kinds of public improvements, such as streets and expressways.

Recent economic and social change in the Quarter has resulted in changing patterns of land use, the economic and functional obsolescence of certain activities, and shifts in the type and location of population groups. In a number of instances the uncontrolled extension of current trends presents serious, long-range consequences to the Vieux Carre.

Preservation planning must be concerned with the quality as well as type and quantity of change. Authenticity, above all, distinguishes a genuine historic district from a “true-to-life” simulation. Because they are subtler, ersatz restorations and pseudo-historic reconstruction pose, perhaps, the most critical threat to the preservation of an area like the Vieux Carre. The catalogue of recent change in the Vieux Carre includes many examples of such insensitive “improvements” made in the name of history.

Guiding Historical Continuity

In every historic district decisions about change must be based on some conception of history and historical continuity. The approach applied in the Vieux Carre regards history as a continuous and irreversible process. All events are interconnected: The past creates the present which, in turn, shapes the future. Because contemporary identity can best be understood as the product of historical continuity, the purpose of preservation planning can be viewed as channelling change to assure the extension of a past continuity into the future.

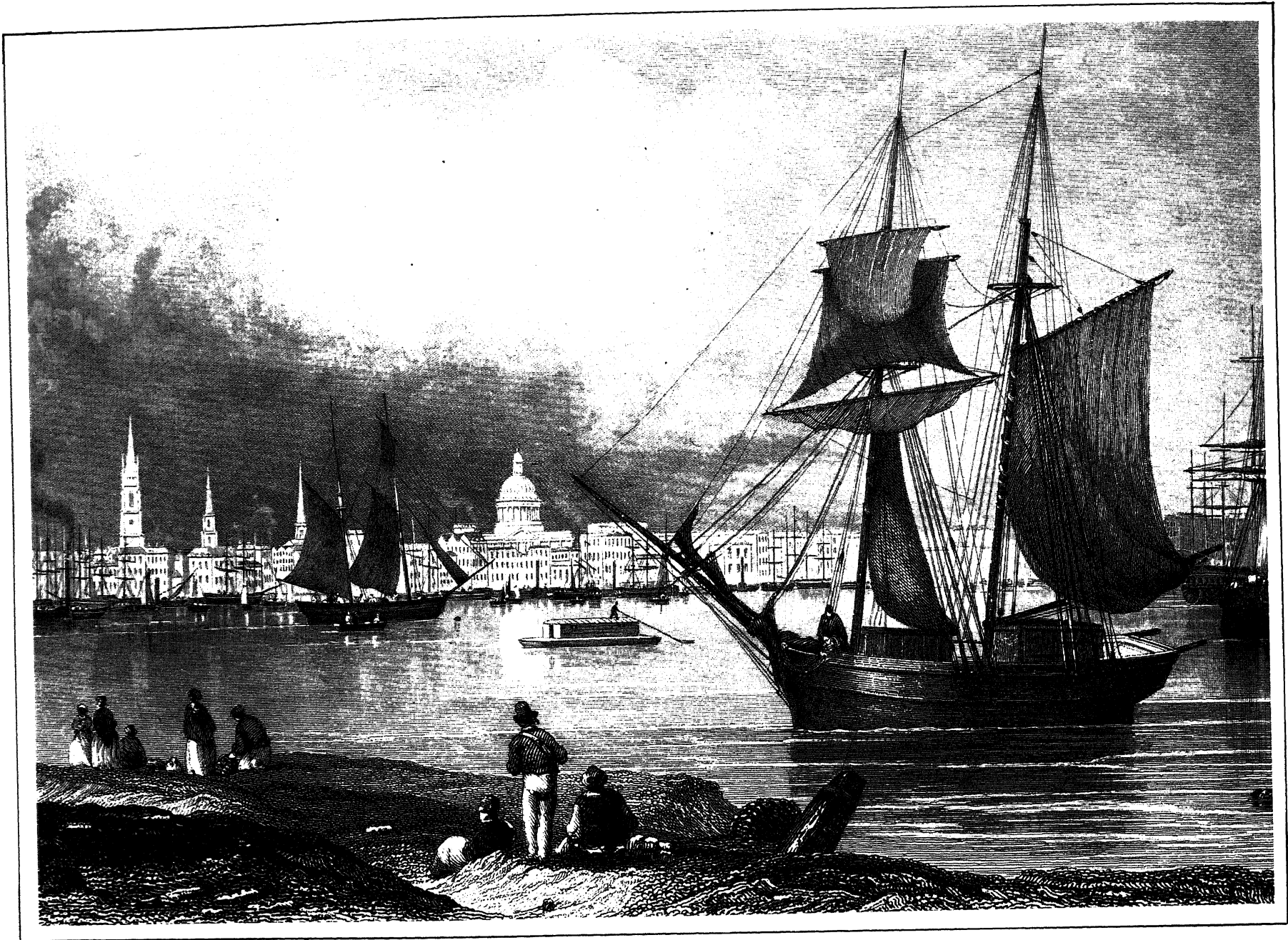
Museum villages like Williamsburg and Old Sturbridge

Village represent another approach. They seek to recreate the life and environment of a past era, often complete with period dress and activities, by reversing the movement of history and directing change backward in time to restore and reconstruct some "Golden Age." But as Walter Muir Whitehill has pointed out, *"They may be effective instruments of education, amusement, propaganda or some kind of special pleading, but they have precious little to do with history, and absolutely nothing to do with historic preservation."*⁹

Another approach attempts only to stop the clock, not turn it back. Change must be walled out as a threat to an area's historic identity. Preservation is considered here as a means of retaining the order and stability of the old by preventing the unknown consequences of the new.

Both these approaches would deny the Vieux Carre's present identity as the product of a continuous historical process.

In summary, the Vieux Carre Plan is conceived essentially as a guidance mechanism to improve everyday decisions dealing with what structures and activities in the Vieux Carre should be preserved; what should be eliminated; and what should be developed in the future. But the new can be accommodated properly to the old only through careful and continuous planning.



HISTORY AND ARCHITECTURE OF THE VIEUX C



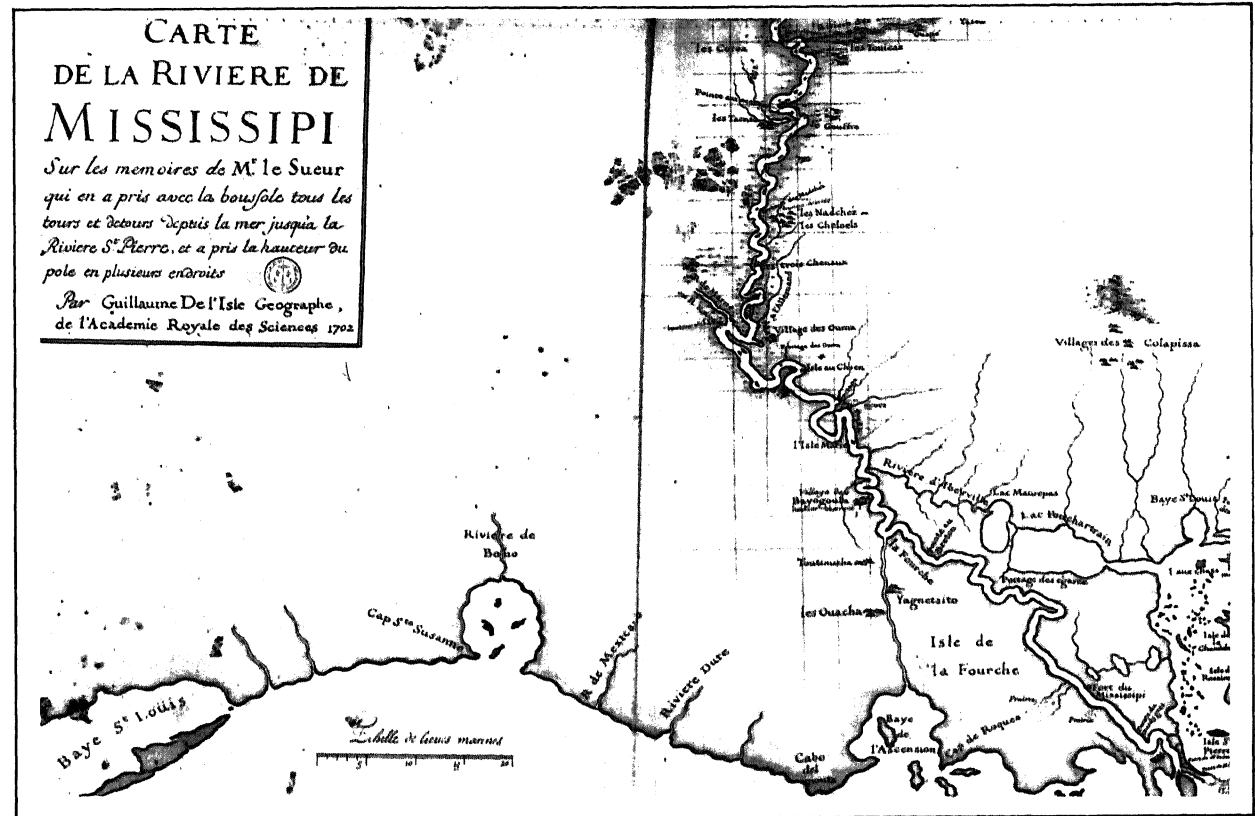
History of The Vieux Carre

French Colonial Period—1718-1768

The Vieux Carre, the Old Square, is that small area of the present sprawling city of New Orleans, bounded by Canal, Rampart, and Esplanade streets, and the Mississippi River. This was the original French Colonial town, its plan designed by Pierre Le Blond de la Tour, engineer-in-chief of Louisiana, and laid out by his assistant, Adrien De Pauger, in March, 1721.¹ This was three years after the founding of the city by Jean Baptiste Le Moyne de Bienville who had selected the site on a great bend in the Mississippi near the river end of the old portage by which the Indians for years had transported their canoes from the headwaters of Bayou St. John.²

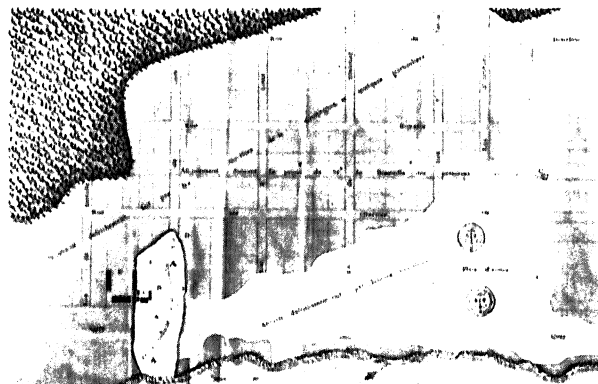
Land grants along this bayou had been made to French colonists from Mobile as early as 1708.³ Probably a few had already established themselves near the river when Bienville arrived in 1718 and established an alignment for the future streets, an alignment adopted by the military engineers but moved by them somewhat closer to the river bank so as to profit from the proximity of the landing place as well as to have more air from the breezes that come from it.⁴ The original clearing of 1718 was considerably enlarged by the cutting of the canebrake and dense forest that still covered most of the site, as shown on de la Tour's map of January 12, 1723. A levee of earth was built almost at once to protect the new town from overflow.

The plan was in the typical gridiron form common to most fortified towns of the late seventeenth and early eighteenth centuries, not unlike the plans adopted for British Colonial towns of this period such as Philadelphia and Savannah, a plan having its origins in the Roman military camps of antiquity. The earliest known plan of New Orleans, signed by de la Tour and dated at Biloxi, the temporary capital, on April 23, 1722, extended for nine blocks along the river and six in depth, with the Place d'Armes in the center facing the river and the church site centered, facing it, a rigidly symmetrical arrangement that has been preserved until the present day. The street names given on this first plan have also been preserved, and the streets of the twentieth century Vieux Carre are essentially the same as they were first established in 1721. Soon after this first plan was adopted it was enlarged by an additional row of blocks at the upper and lower ends. The fortifications indicated on all these early plans, however,

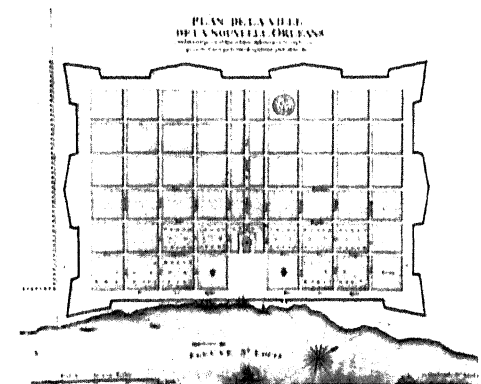


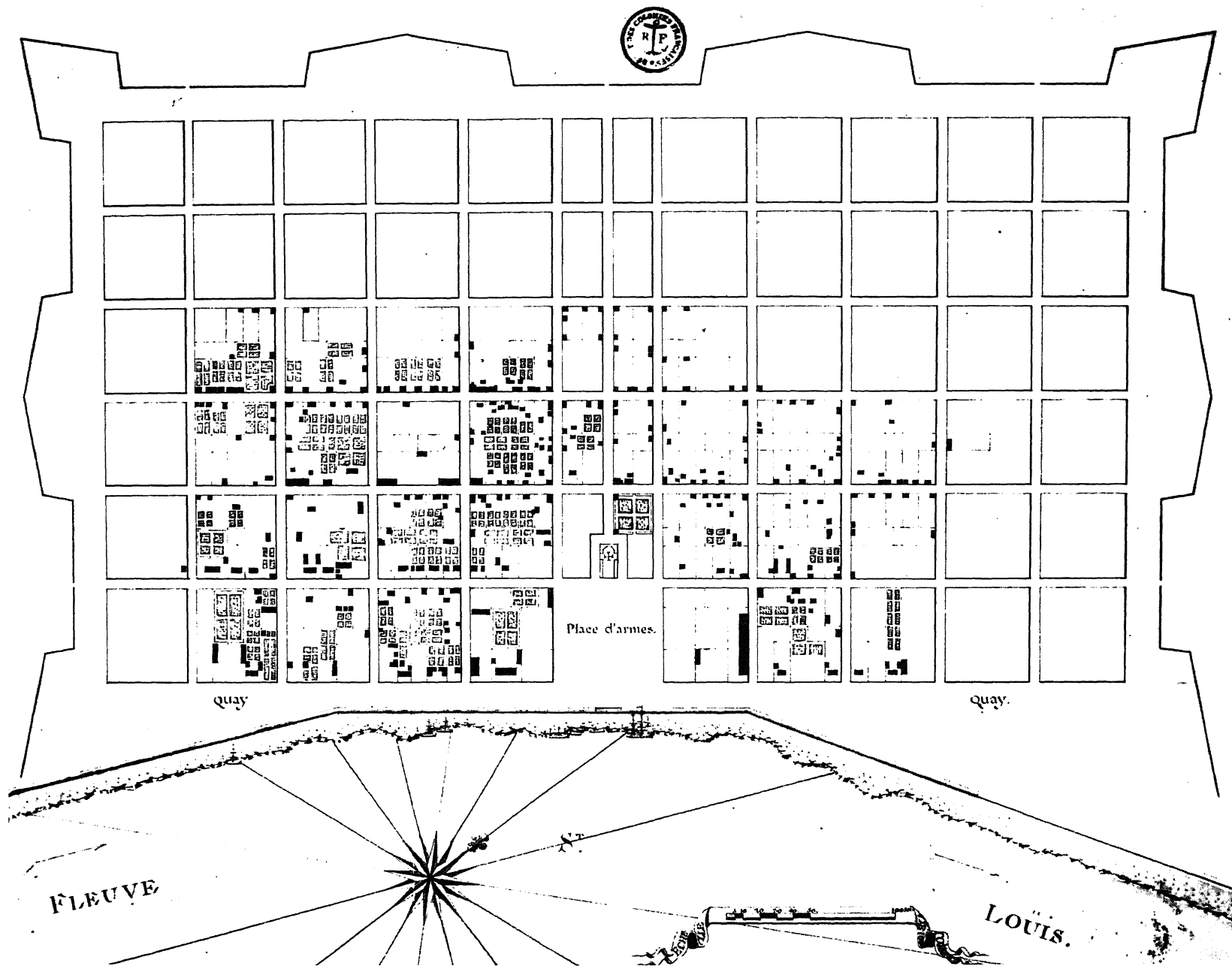
Detail of De l'Isles "Chart of the Mississippi River," 1702

Part of the plan of New Orleans by le Blond de la Tour, 1723



1722 Plan by le Blond de la Tour showing proposed fortifications





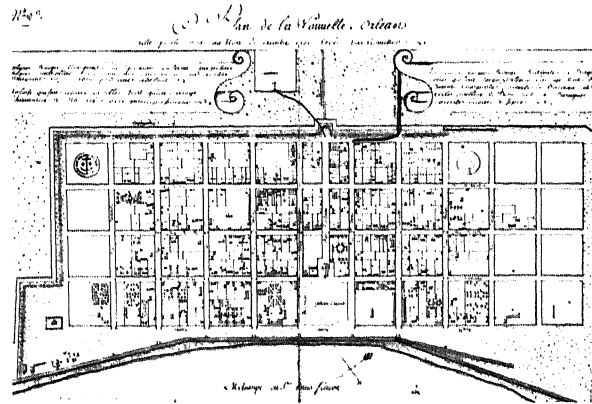
De Pauger's Plan of 1724, showing levee rather than proposed fortifications

never existed in fact, for the French found it easier and cheaper to keep the neighboring Indians friendly by gifts than to try to protect the town against them. It was only after the Natchez massacre of 1729 that any attempt was made to fortify New Orleans. This was in the form of a moat proposed by the engineer Pierre Baron, a project shown on Gonichon's fine plan of the city in 1731, by which time the moat, still incomplete, had already been abandoned.

When the town was first laid out, each 300-foot square block was divided into twelve 60-foot lots, five facing each of the streets parallel to the river having a depth of 120 feet while the key lots facing the perpendicular streets were each 150 feet deep. Many of these original property lines still exist. The land around the Place d'Armes was reserved for public and religious buildings, and retained this designation throughout the French Colonial period.

New Orleans grew slowly, but it had been well established by the French whose architect-engineers gave character to the town and its buildings, designing them with an understanding of the importance of the project they were undertaking and setting a high standard of quality in their official works to serve as an example to private owners. As early as January, 1724, De Pauger was able to write that *everyone is working there as you would wish. Workshops and buildings are seen to rise everywhere so that New Orleans is growing before your eyes and there is no longer any doubt that it is going to become a great city.*⁵

The French were not destined to see this greatness achieved. The French and Indian Wars were a fatal blow to their colonial ambitions in America. With the fall of Quebec to England in 1759, Governor Kerlerec ordered New Orleans to be fortified in order to be able to make an honorable defence if the English should attack.⁶ This palisade fortification was designed by the engineer Bernard Deverges in 1760. The great new military hospital which he had just completed below the Ursuline convent was converted into a barracks to house the troops displaced when the monumental barracks, that had been built in 1732⁷ flanking the public square, were demolished. Fortifications were also strengthened on the river below the city and in the upper areas of the colony,⁸ all to no avail. France was forced to surrender to England all of Louisiana east of the Mississippi, with the exception of the "Isle of Orleans," the land below Bayou Manchac and lakes Pontchartrain, Maurepas, and Borgne, including the



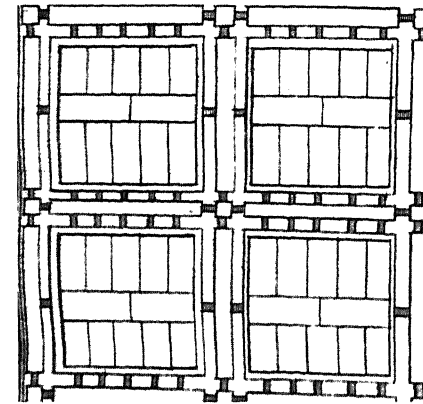
Plan of 1731 showing Pierre Baron's incomplete moat on the upper and rear sides

city of New Orleans. England took over Baton Rouge, Natchez, and Mobile, and in 1762 France ceded the rest of her once vast Louisiana colony to Spain, including the city of New Orleans.

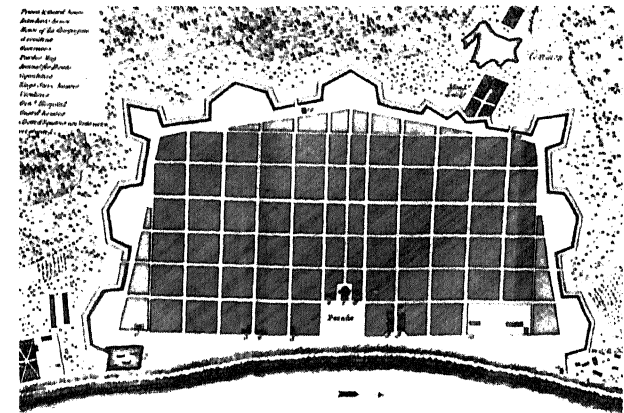
Spanish Colonial Period—1768-1803

After an attempted revolt led by prominent French inhabitants, Spanish rule was firmly established in 1768 with the arrival of Don Alexandro O'Reilly who quickly suppressed the rebellion, had the leaders tried and convicted, some executed and others exiled and imprisoned. He established a Cabildo as the Spanish governing body of the city and erected a simple building to house it⁹ on the site of part of the old French prison adjacent to the parish church. He also disposed of the sites of the former barracks flanking the public square to private owners. These important sites were gradually all acquired by Don Andres Almonester y Roxas, a wealthy Andalusian whose daughter Micaela, Baroness Pontalba, erected there the present Pontalba buildings in 1849-50 after demolishing the buildings her parents had built during the Spanish Colonial period and during the early years of American domination.¹⁰

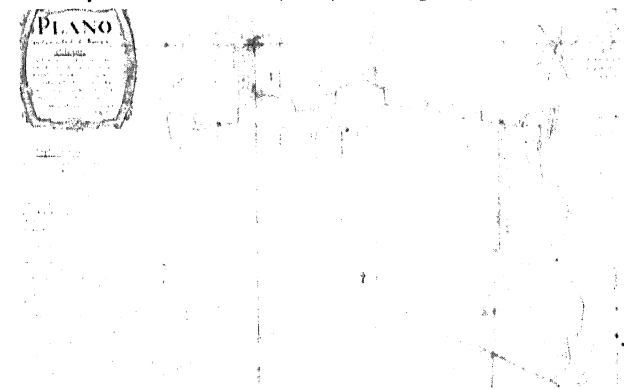
Don Bernardo de Galvez, who served as Spanish Governor of Louisiana from 1777 until he became Viceroy of Mexico in 1785, aided the American Revolution by driving the British from Pensacola, Mobile, Baton Rouge, and Natchez; and under his successor, Don Esteban Miro, Americans from the newly established United States were encouraged to settle in the Spanish

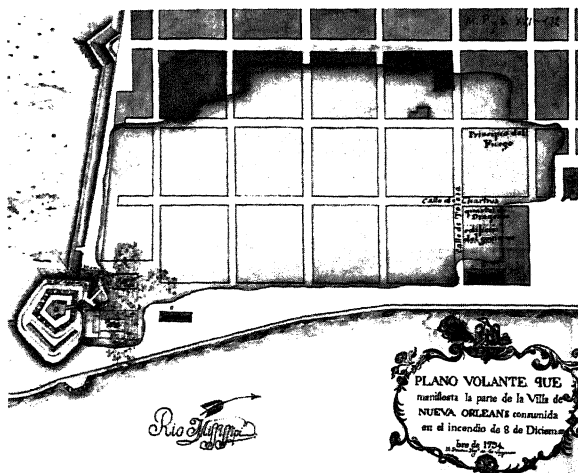


Four blocks with parapets and ditches which surround them

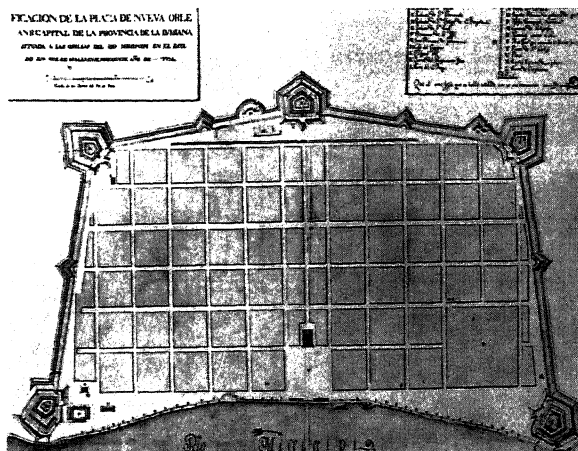


Pitman's map of 1770
Plan by Carlos Trudeau (1803) showing city in 1769





Extent of the fire of December 8, 1794



Plan of 1794 showing new fortifications

territories and many came into New Orleans. The character of the city and its people, however, remained dominantly French.

Few changes occurred in the city plan except for the reopening of Chartres Street between Iberville (Custom House) and Bienville which had been closed when the two squares involved had been the site of a residence for the French governor. New Orleans was still a rather small town according to Galvez's census of 1785, which indicated a total population of about 5,000 with about 27,000 more in all of lower Louisiana. Of these over half were slaves, and about 1,200 were free Negroes.¹¹

In 1788 the old cemetery that occupied the square bounded by St. Peter, Toulouse, Burgundy, and Rampart streets was ordered removed to a site outside the city walls, St. Louis Cemetery No. 1 being then established to replace it. The old cemetery square was later subdivided into lots and sold by the city.¹² New streets, named Custom House and Barracks, were laid out along the upper and lower edges of the town with Rampart Street in the rear. The triangular bits of land remaining between these new streets and the fortification palisade were also subdivided into lots and sold.

In the same year, 1788, the town began to expand beyond the fortifications, although there were still a number of undeveloped squares around the fringe areas within the city walls. On April 24 of that year, a plan was drawn up by the Surveyor, Don Carlos Trudeau, for the subdivision of the plantation of Don Beltram Gravier on the upper side of the town. This new suburb, located beyond the fortifications and the commons (which gave the name to Common Street), was called the Faubourg Ste. Marie.¹³ The streets were laid out and named essentially as they are today, but little significant development took place in the area during the Spanish Colonial period.

On Good Friday, March 21, 1788, a disastrous fire occurred that destroyed a large part of the old city and according to Governor Miro's account:

Eight hundred and fifty-six buildings were reduced to ashes, including all the business houses and principal mansions of the city . . . The parochial church and presbytery . . . the municipal building (Cabildo), the barracks and the armory . . . met the same fate. The public jail was also destroyed . . . (such was) the dire fatality that had overcome a city, now in ruins, transformed within

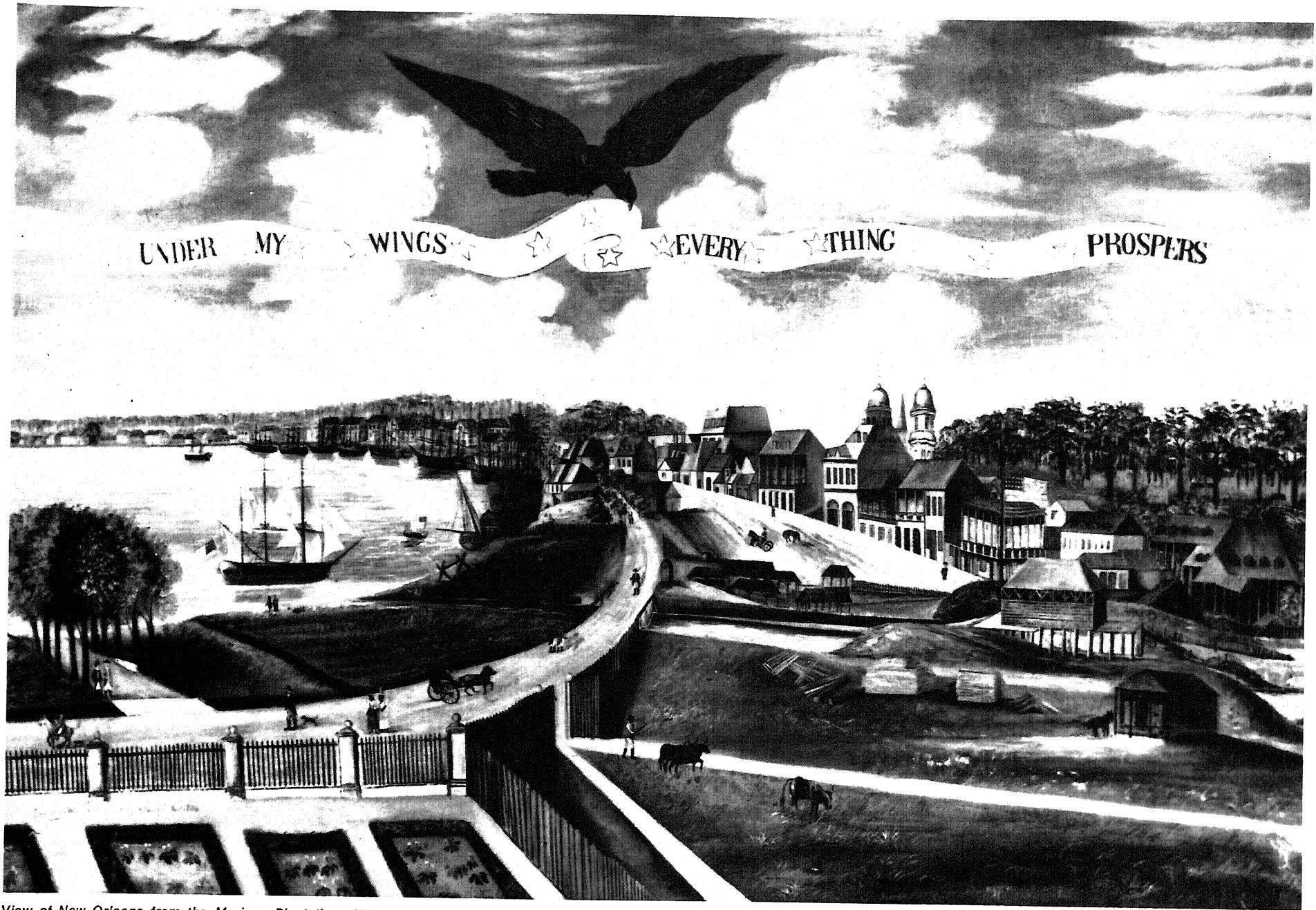
the space of five hours into an arid and fearful desert.

Miro concluded his report to the King by enclosing *a plan exhibiting the actual condition of the city.*¹⁴ Unfortunately this contemporary plan has not yet been located in Spanish archives and a later nineteenth century map purporting to show the extent of the fire is completely inaccurate. The fire spread from Toulouse Street until it threatened the Ursuline convent, sparing, however, most of the buildings between Chartres Street and the river.

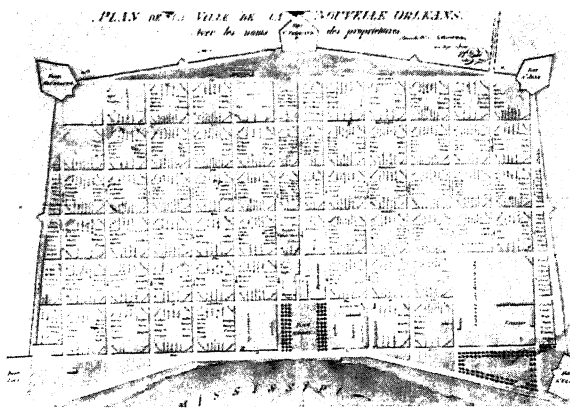
After the fire of 1788 the city was rebuilt generally in the same French manner and with the same sort of combustible materials. A new parish church, destined to become a cathedral before its completion,¹⁵ and a new presbytere or rectory were donated by Don Andres Almonester and designed by Gilberto Guillemard in plastered brick with tile terraced roofs. On December 8, 1794, just about two weeks before the dedication of the new cathedral, a second fire began in a house on Royal Street between St. Louis and Toulouse and spread over the formerly burned area as far as the new church which was saved when the wind changed and sent the fire raging up river as far as the city walls.¹⁶ Several contemporary maps in the Spanish archives accurately show the extent of this second conflagration. The Cabildo then adopted more stringent building regulations, requiring new buildings to be constructed of brick masonry or, if of brick between posts, to be covered with at least an inch of plaster. A new building to house the Cabildo was begun in 1795 and completed in 1799, matching the Presbytere which was not finished, however, until 1813. With the completion of these buildings, the monumental symmetry as envisioned by De Pauger in 1721 was at least restored to this side of the Place d'Armes.

In 1792 during the period between the two fires the old French fortifications, built around the city by Deverges in 1760, being in ruinous condition, were demolished and replaced with new ones designed by Guillemard and consisting of five forts with connecting palisade curtain walls.¹⁷ The levee that completed the enclosure of the city on the river side served also as a public promenade, and:

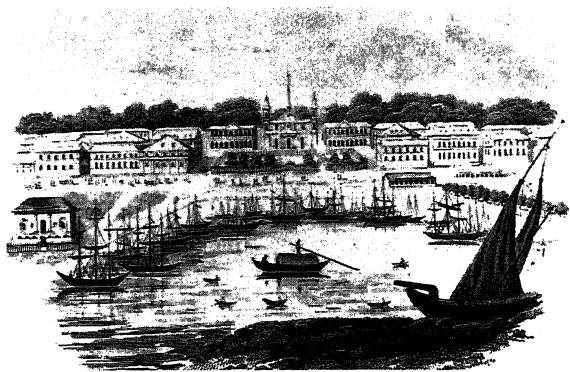
*Here was a handsome raised gravel walk, planted with orange trees and in the summertime served for a mall and in the evening was always a fashionable resort for beaux and belles of the place.*¹⁸



View of New Orleans from the Marigny Plantation, 1803



Plan of 1808 by Joseph Lillie, showing names of property owners



View of about 1815

Transitional Years—1803-1835

After Napoleon's rise to power in France, he envisioned Louisiana as once again an overseas French empire and took it back from Spain. Fearing, however, that he might not be able to hold it against England, he sold the entire province to the United States. On November 30, 1803, the formal retrocession from Spain to France took place on the Plaza de Armas and 20 days later, on December 20, the flag of the United States was raised over New Orleans, and, except for the brief Civil War period, it has since remained.

Soon after the Americans took possession, Governor W. C. C. Claiborne had the fortifications removed¹⁹ and the broad, tree-lined boulevards, Canal, Rampart, and Esplanade, replaced them. Chartres Street was cut through the rope walk that had blocked its upper end since 1791, and all the streets of the Vieux Carre were extended across the former commons to connect with the streets of the rapidly growing and now predominantly American Faubourg St. Mary. In 1805 Dorsière Street was opened from Custom House to Canal, and Bernard Marigny's plantation just beyond the lower fortifications was subdivided to become the Faubourg Marigny.²⁰ In 1810 the plantation of Claude Trémé beyond Rampart Street was purchased by the city and subdivided as the Faubourg Trémé.²¹ The city could now expand in all directions.

The old public square, the Place d'Armes, was made a public park, having three rows of trees planted along the two sides parallel to St. Anne and St. Peter streets. In 1820, an iron fence was erected around the Square, carrying out in part the plan submitted to the City Council on March 20, 1819, by Benjamin Latrobe, a *Plan of the Public Square in the city of New Orleans, as proposed to be improved . . .* The plan also included a circular stone basin and fountain.²²

When this noted American architect first arrived in New Orleans in 1819 to complete the installation of the city's first water system, he remarked that:

*New Orleans has at first sight a very imposing and handsome appearance, beyond any other city in the United States in which I have yet been . . . The public square, which is open to the river, has an admirable general effect, and is infinitely superior to anything in our Atlantic cities as a water view of the city.*²³

In 1816 the square above the Place d'Armes was bi-

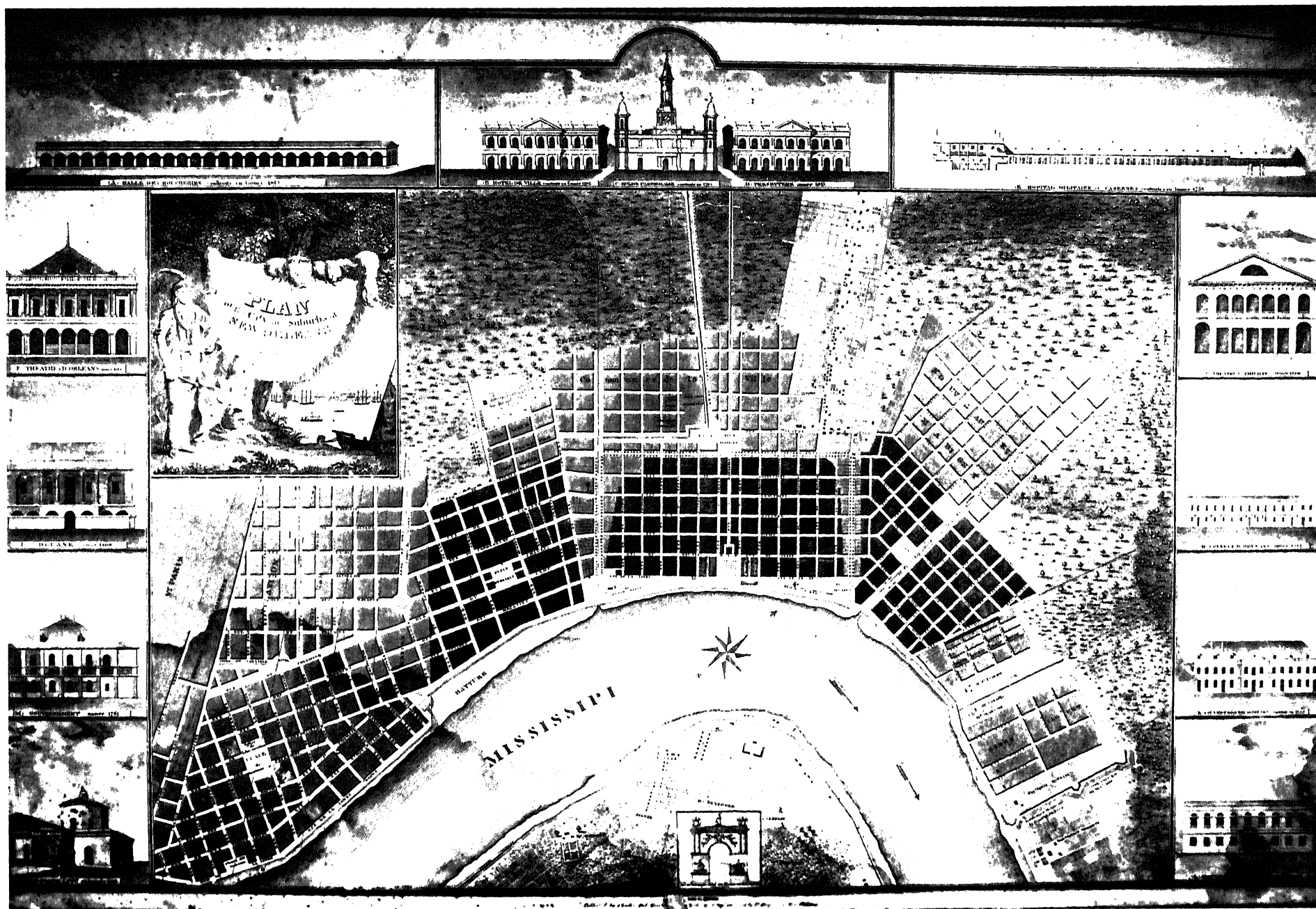
sected by a new street called Jefferson (now Wilkinson) and in 1820 after fire destroyed the old colonial warehouse, then being used as a naval arsenal, and the adjacent Condé Ballroom, a second short street named in honor of President Madison was cut through the square below the Place d'Armes.²⁴

In May, 1816, the levee broke in front of the Macarty plantation (now Carrollton), and the Vieux Carre was inundated from the rear,²⁵ as shown on F. B. Odgen's city plan published in 1829. The following September 28 the nearly completed Orleans Ballroom in Orleans Street caught fire and was destroyed with the Orleans Theatre. The fire spread to St. Peter Street and buildings on both sides of that street from Bourbon nearly to Royal were burned, a total of about 60 buildings, including the old Spanish Colonial theatre on St. Peter Street.²⁶

The City Council, in 1819, decided that Condé (Chartres) Street and Hospital (Gov. Nicholls) Street should be extended through the properties of the Ursuline nuns and the adjacent barracks and hospital. The nuns built a new convent below the city to which they moved in 1824.²⁷ The two streets were then cut through and the properties in these four squares were subdivided into building lots and sold by the Ursulines or the government. The barracks were abandoned and sold to John McDonogh in 1821, who soon rented them back to the government for their original purpose.²⁸ They were finally demolished when Jackson Barracks was completed in the 1830's.

During these transitional years, as New Orleans took on more of an American character, an unusual increase took place in the size of the batture as the river moved away from its old line in front of the Faubourg St. Mary. This increase extended into the upper part of the Vieux Carre and new land appeared beyond the line of the levee, a line that had heretofore been practically unchanged since the founding of the city. The river bank had always been approximately along the line of what is now North Peters Street. Now within a comparatively few years it moved out several hundred yards.

With this increase in the batture new commercial developments began to take place along the river front. Whereas during the Colonial period the best houses in the town were those facing the river, now with the growing importance of the port these old houses gave way to commercial structures. The triangular area below the Custom House between Old and New Levee



Jacques Tannesse Plan of 1817

streets (Decatur and North Peters) was subdivided by the city, and, after long litigation with the federal government over its rights of ownership, was sold for commercial development. Clinton Street was cut through from Iberville to Bienville, but the sale that was first advertised by the city in 1824 did not actually take place until ten years later.²⁹

At about the same time a similar development took place along the waterfront below the French Markets. The meat market below St. Anne Street, begun in 1807, was destroyed by a hurricane in 1811 just after its completion, being rebuilt in 1813. The construction of the vegetable market followed in 1823, and in 1824 the city cut Gallatin Street through the trapezoidal areas between St. Philip and Barracks streets. It was at first intended to extend this new street to Esplanade Avenue; but the federal government requested this last short block as a site for a new mint building, built in 1835, and the street was stopped at Barracks. Here again litigation between the city and federal authorities delayed the sale of the lots along Gallatin Street until 1834.³⁰

Commercial Development—1835-1850

The 1830's saw a gradual movement of business towards Canal Street and the commercial and retail center shifted from Chartres and Royal streets to Canal and the American sector above. In 1831 a group of American (Anglo-Saxon) businessmen promoted the opening of a new street, Exchange Place, from Canal to Custom House (Iberville) as a new commercial center.³¹ In 1835 a splendid new Merchants' Exchange, designed by Gallier and Dakin, was built facing on both this new street and Royal. The same architects were also engaged by American promoters in 1835 to build the great St. Charles Hotel in the Faubourg St. Mary where the third hotel to bear the name still stands on the same site.

To counteract this movement away from the traditional center of the city, the Creole leaders of the community in 1834 organized the "New Orleans Improvement Company." They engaged the services of two recently arrived French architects, J. N. and J. I. DePouilly, to design, in the neo-Grec style, a combined hotel and exchange on St. Louis Street between Royal and Chartres, with a connecting banking house extending back to Toulouse Street. As a fitting approach to the new building a strip of land was purchased through the middle of the three squares in front of the hotel

from St. Louis to Iberville streets and a pedestrian way, a continuation of Exchange Place, known as Exchange Passage, was cut through.³² The DePouilly brothers designed a uniform facade for all buildings to be built along this street, a design which all purchasers of lots here had to agree to follow.³³ This design, like that of the hotel itself, was based on the design of the Rue de Rivoli in Paris. This great concept exceeded anything the Americans had yet proposed. This St. Louis Hotel burned in 1840, but was immediately rebuilt and for years was the center of Creole life in the city.

As Creole and American rivalries increased the very government of the city was torn asunder. The Americans felt that they were not adequately represented in the City Council, and in 1836 petitioned the Legislature to create a separate municipality for the upper district. On March 8, 1836, a bill, passed by both Houses of the Legislature, was approved by the Governor, dividing the city into three municipalities, each with its own council but with a single mayor. The Vieux Carre was included in the First Municipality dominated by the Creoles, with the old Cabildo as its City Hall, while the Faubourg St. Mary became the Second Municipality and the Faubourg Marigny the Third. A new City Hall for the Second Municipality was built on Lafayette Square in 1845-50 and after the three areas were reunited in 1852 it became the New Orleans City Hall.

In 1834 a new parish prison was built in the Faubourg Trémé and most of the old prison behind the Cabildo was demolished. A disconnected segment of Exchange Passage was laid out, using the old prison site and the two parts of Orleans Street on either side of the Cathedral were extended straight back to Royal Street, leaving a small park, St. Anthony's Garden, back of the church. New buildings, mostly of the red brick row house type, were then built on these newly developed properties.³⁴ The state, in 1839, constructed a new arsenal facing St. Peter Street and extending back to Orleans Alley behind the Cabildo. These minor changes in the street pattern in the vicinity of the Cathedral were the last changes to be made within the area included in the original city plan.

The Ante-Bellum Period—1850-1862

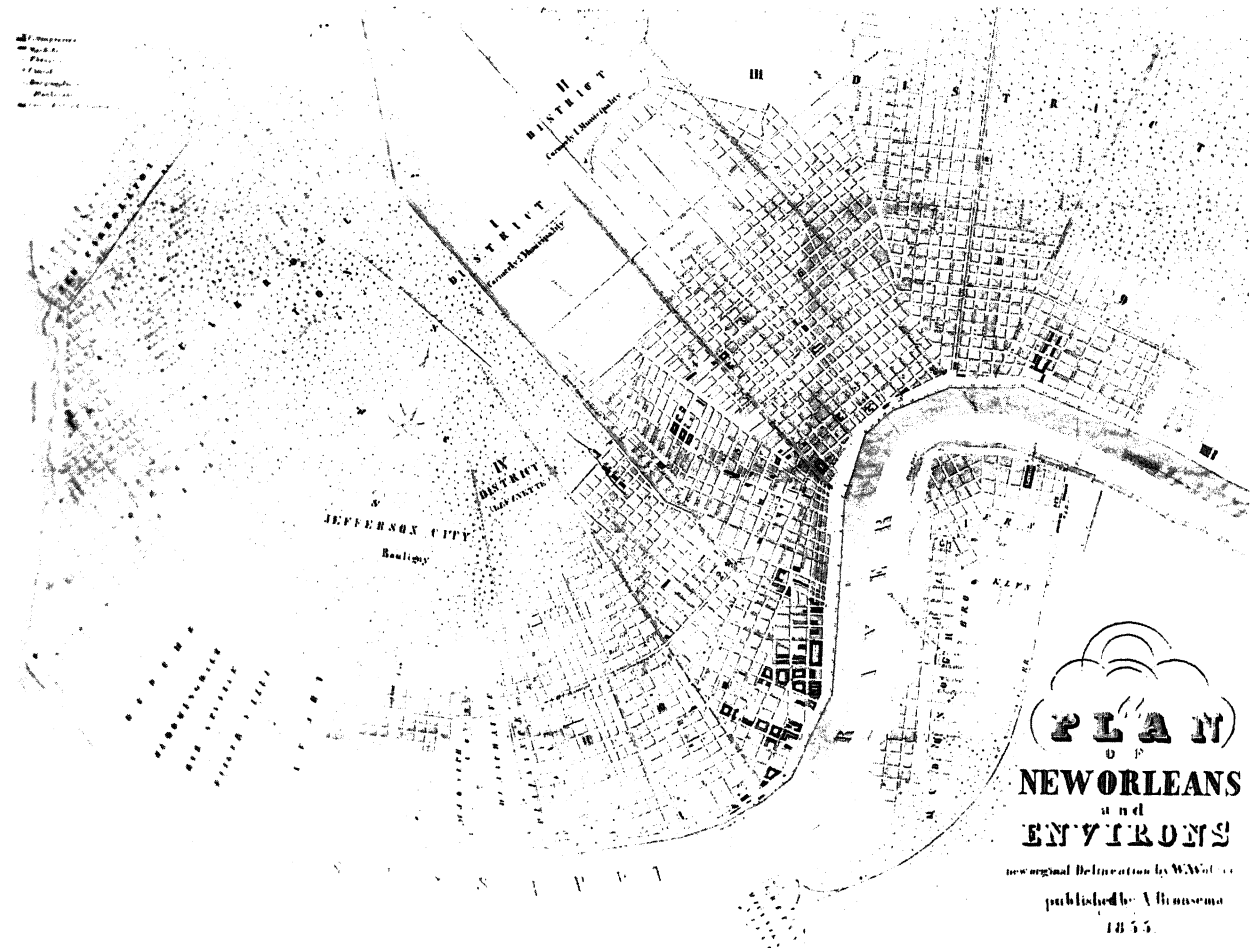
The decade or so prior to the Civil War was a time of unprecedented prosperity and growth for New Orleans, the like of which was not to be seen again until after

World War II. The steamboat, which had first come to New Orleans in 1812, had become the chief mode of travel and transportation through mid-continent America, and the wharves of the city were jammed with these picturesque vessels and the docks were loaded with cotton and sugar. The riverfront took on more of a commercial character, but the major wholesale, warehouse, and cotton press district spread up-river above Canal Street.

In a last desperate effort to restore vitality to the failing heart of the Vieux Carre and to bolster the values of her extensive real estate holdings, particularly around the old Place d'Armes, the Baroness Micaela Almonester de Pontalba proposed an elaborate renovation of the properties she had inherited from her father. As early as 1836 she announced her intention to the Council of the First Municipality asking permission to extend her buildings out over the sidewalks along St. Peter and St. Ann streets "upon the plan of the Palais Royal of Paris."³⁵ The project was delayed for various reasons and revived in 1845. It was evidently the Baroness' intention to erect arcaded facades in front of her old buildings that would in effect carry down the sides of the square the arcades her father had provided for the Cabildo and Presbytère. Above these new facades she may have intended to erect mansard roofs. So enthusiastically did the Council approve her request that it granted her a 20-year tax exemption as an incentive to carry out her plan, and in 1847, as part of this projected renaissance, added a mansard roof to its City Hall, the old Spanish Cabildo. To preserve the symmetry of the Square, the Churchwardens added a similar roof to the Presbytère which they had leased to the state as a Court House.

When Madame de Pontalba's final plans were completed, the entire concept of her project had changed and she had decided to demolish her old buildings entirely and erected new row houses with cast iron galleries in the newest style and without mansard roofs. This change caused the revocation of its tax exemption by the Council, for it had been predicated on the carrying out of a specific plan. The new plan was executed, however, and in 1850 the Pontalba Buildings were completed and offered for rent.

The public square was also refurbished at the same time; the rows of sycamore trees were cut down, a new cast iron fence was erected, new white shell paths were constructed and the square was replanted in the manner of a mid-nineteenth century French park. It



Plan of New Orleans and environs by A. Bronsema, 1858



The riverfront, ca. 1860

was given the name of Jackson Square and in 1856 the equestrian statue of Andrew Jackson was erected in its center.

While the Pontalba project was under way the Wardens of the St. Louis Cathedral decided to enlarge and remodel the old Spanish cathedral, and by the time the project was completed the church had been entirely rebuilt except for parts of the front wall.³⁶ With the completion of these various projects a real though short lived renaissance occurred in the Vieux Carre with *the dilapidated relics of ancient times giving place to substantial modern constructions.*³⁷

Perhaps the most substantial of these modern constructions was the new Custom House designed by A. T. Wood, the cornerstone of which was laid on February 22, 1849. Construction was still in progress when the Civil War brought it to a halt and it remained unfinished until the 1880's. The monumental size and scale of this great building reflected the importance and value of the Ante-Bellum commerce of the port of New Orleans.³⁸

New commercial buildings also appeared in the batture area between the new Custom House and the river. New streets (Clay, Front and Crossman) were laid out, the new blocks subdivided into lots, and new stores and warehouses built upon them before the wave of prosperity was brought to an abrupt halt by the war and the city's fall in 1862.

Civil War and Reconstruction to 1900

With the outbreak of the Civil War, and the fall of New Orleans soon after, building activity came to a virtual halt. During the period of federal occupation an ordinance was proposed—and denounced in the local press— *providing for the sale of the right of way for a railroad along the riverfront from the upper to the lower limit of our city . . .*,³⁹ a scheme that would confer upon a group of Yankee investors *the control of our entire river trade.* The execution of this scheme was postponed but franchises were granted for streetcar lines and on May 6, 1866, the Levee Line began operation on North Peters and Decatur from Canal to Esplanade and beyond. By 1883 practically every street in the Vieux Carre parallel to the river, except Chartres, had streetcar lines with cross lines on Dumaine and Ursulines.

The riverfront railroad came into being when the Pontchartrain railroad, running since 1831 along Elysian Fields Avenue to the lake, was allowed to extend its tracks along the levee to a yard above Canal Street in 1867.⁴⁰ This line was later taken over by the Louisville and Nashville Railroad which established its principal passenger depot at Canal Street where it remained until 1954. Railroads with their accompanying commercial and industrial development were encouraged in every way with no thought given to the historic value of the old city. In 1879 the City Council, for \$35,000, leased the land in the front of Jackson Square for a period of 50 years for the construction of a freight depot which for the first time blocked this vista,⁴¹ and it remained there until the lease expired in 1929. Meanwhile, around the turn of the century, new covered sheds were built along the entire riverfront in the Quarter and the traditional character of this area was effectively destroyed.

Great sugar refineries⁴² and sugar sheds, warehouses, and finally the Jackson Brewery were established on the still increasing batture areas between St. Peter and Canal streets. More breweries, macaroni factories, and other commercial and industrial establishments spread throughout the Vieux Carre. Italian immigrants in large numbers moved into the lower parts of the Quarter as most of the old Creole population moved out along Esplanade Avenue and other areas. The old city was fast becoming a huge slum and it was not uncommon to hear leading citizens express the opinion that a good fire to destroy the entire area would be the best thing that could happen for New Orleans. Only the Cathedral and the courts, housed in the old Cabildo and Presbytère, and the French Opera House, preserved an air of respectability in the area by the end of the nineteenth century. The Vieux Carre, however, still continued to be an object of interest to visitors, an interest stimulated by the works of writers like George W. Cable and Lafcadio Hearn. Guide books to the city always mentioned it as a curiosity unique in America. It was probably this later nineteenth century neglect that saved so much of the Vieux Carre from complete destruction. Nevertheless, besides those lost to industrial development, a considerable number of old houses were destroyed, especially in the fringe areas toward Esplanade and Rampart, to be replaced with cheap rental houses, mostly of the double shotgun variety that the 1880's and 90's produced in such quantities in all parts of the city where land was cheap. Though at first regarded as an alien intrusion in the Quarter, they have been accepted with the passage

of time as an important element of the Vieux Carre's environment.

The Twentieth Century

In an unsuccessful attempt to revitalize the deteriorating French Quarter, the city in 1905 demolished an entire square of fine old buildings and built the Civil Courts Building on Royal Street. In 1916 the long abandoned St. Louis Hotel was demolished and in 1919 the French Opera House burned, their sites remaining vacant lumber yards or parking lots until recent years when the Royal Orleans Hotel and the Downtowner Motor Inn were built.

In spite of apparent general indifference to the fate of the Vieux Carre a few promising signs favorable to its preservation began to appear. William Ratcliffe Irby, a New Orleans philanthropist, restored the deteriorated St. Louis Cathedral in 1918;⁴³ restored the old Seignouret-Broulatour House at 520 Royal Street as his own residence; restored the old Banque de la Louisiane at 417 Royal as a restaurant; and gave the building as well as the French Opera House to Tulane University. He gave the two houses adjoining the Arsenal, behind the Cabildo, and also the entire lower Pontalba Building to the Louisiana State Museum,⁴⁴ and provided funds for cataloging the state's French and Spanish Colonial records.

In 1919, Le Petit Théâtre du Vieux Carre was organized and in 1922 built its new theatre building, designed by architects Armstrong and Koch in traditional style. Next door at 620 St. Peter Street, Le Petit Salon restored the old David House of 1838 as its clubhouse, and other properties in the Quarter began to be purchased and restored as apartments and residences. Artists and writers were attracted to the picturesque old buildings, the Arts and Crafts Club was established, and a new artistic and intellectual atmosphere emerged. Mrs. Elizabeth Werlein, strongly supported by the local chapter of the American Institute of Architects, campaigned vigorously for an ordinance to protect the architectural integrity of the area. A Vieux Carre Advisory Commission was established and functioned for some years until a state constitutional amendment was adopted in 1936 setting up the boundaries and authority of the present Vieux Carre Commission.

During the depression years of the early 1930's some federally sponsored restoration projects were undertaken, principally in the Pontalba buildings and in the

French Market, the old buildings of which were remodelled, enlarged, and partially rebuilt. Numerous old structures in the area were removed leaving the French Market area in its present form. On Barracks Street a half square of buildings, including an old school house, was demolished a few years later to create the Cabrini Playground and subsequently a number of old buildings were replaced by the present St. Louis Cathedral school. In the 1930's the Historic American Buildings Survey, a Works Progress Administration project for unemployed architects and draftsmen, produced a remarkable record in measured drawings and historical research covering many of the important buildings in the Vieux Carre.

By an ordinance in 1945 the boundaries of the Vieux Carre were reduced by the City Council from those established by the constitutional amendment of 1936 and many buildings in the fringe areas, particularly along Rampart Street, were destroyed or hopelessly mutilated before this ordinance was declared unconstitutional and the affected areas returned to the jurisdiction of the Vieux Carre Commission.

In the years following World War II interest in the Vieux Carre has increased tremendously. Properties have been bought and restored, real estate values have increased enormously, nightclubs, new hotels, motels, and apartment houses have sprung up in all parts of the area—some in remodelled old structures, some on formerly vacant ground, and some replacing old commercial and industrial buildings. The Vieux Carre has become a vital and dynamic heart of New Orleans.

Analysis of Styles

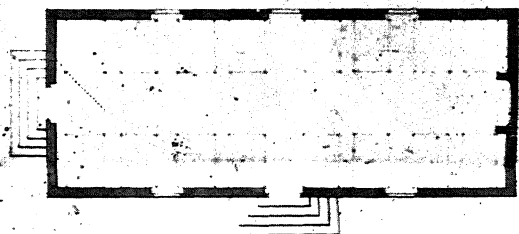
The Vieux Carre, in its architectural character today, is the result of two and a half centuries of growth, reflecting the influence of changing times and diverse nationalities. While little remains of the buildings of the French Colonial period, the influence of the French cultural background of much of the population continued to be felt in building style and technique well into the nineteenth century. Much that the early French developed was carried on, adopted, or modified by subsequent Spanish and American settlers.

French and Spanish Colonial

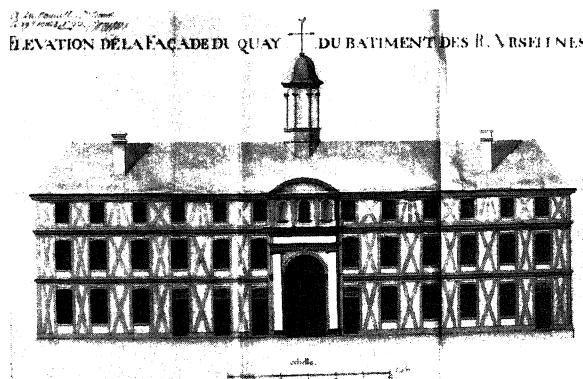
Except for the old Ursuline Convent at 1114 Chartres Street, designed by the architect-military engineer



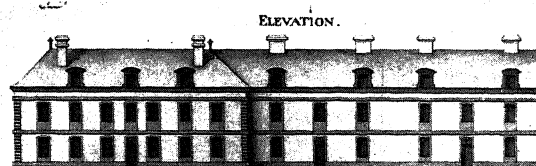
PLAN et ELEVATION de L' HORTAL



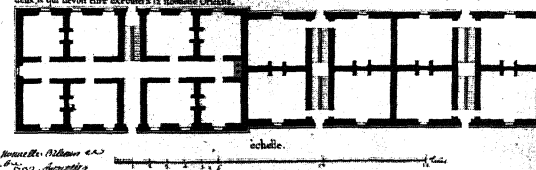
Typical building of "colombage," or timber framing, ca. 1722



First Ursuline Convent, 1727-1734



MOITIE DU PLAN DES CAZERNES AVEC LEURS PAVILLONS
à le comble à deux cotes, comme il a été envoyé à Monsieur le comte de Mazarin le quatorze may mil sept cent trente deux, à qui devoit être construit à la nouvelle Orléans.



Broutin's design for proposed barracks in 1732

Ignace Francois Broutin in 1745,⁴⁵ no building remains intact in New Orleans from the French Colonial period, although fragments of French Colonial structures were apparently incorporated into the Cabildo and Presbytere when these buildings were erected after the fire of 1788.⁴⁶ This second convent built for the Ursuline nuns is, however, a superb example of the style of the period of the 1730's and 40's following the initial phase when only wood was available for construction. The first buildings of heavy timber framing called "colombage," covered on the outside with wide horizontal boards, were built on wood sills placed on the ground.⁴⁷ These of course soon rotted away.

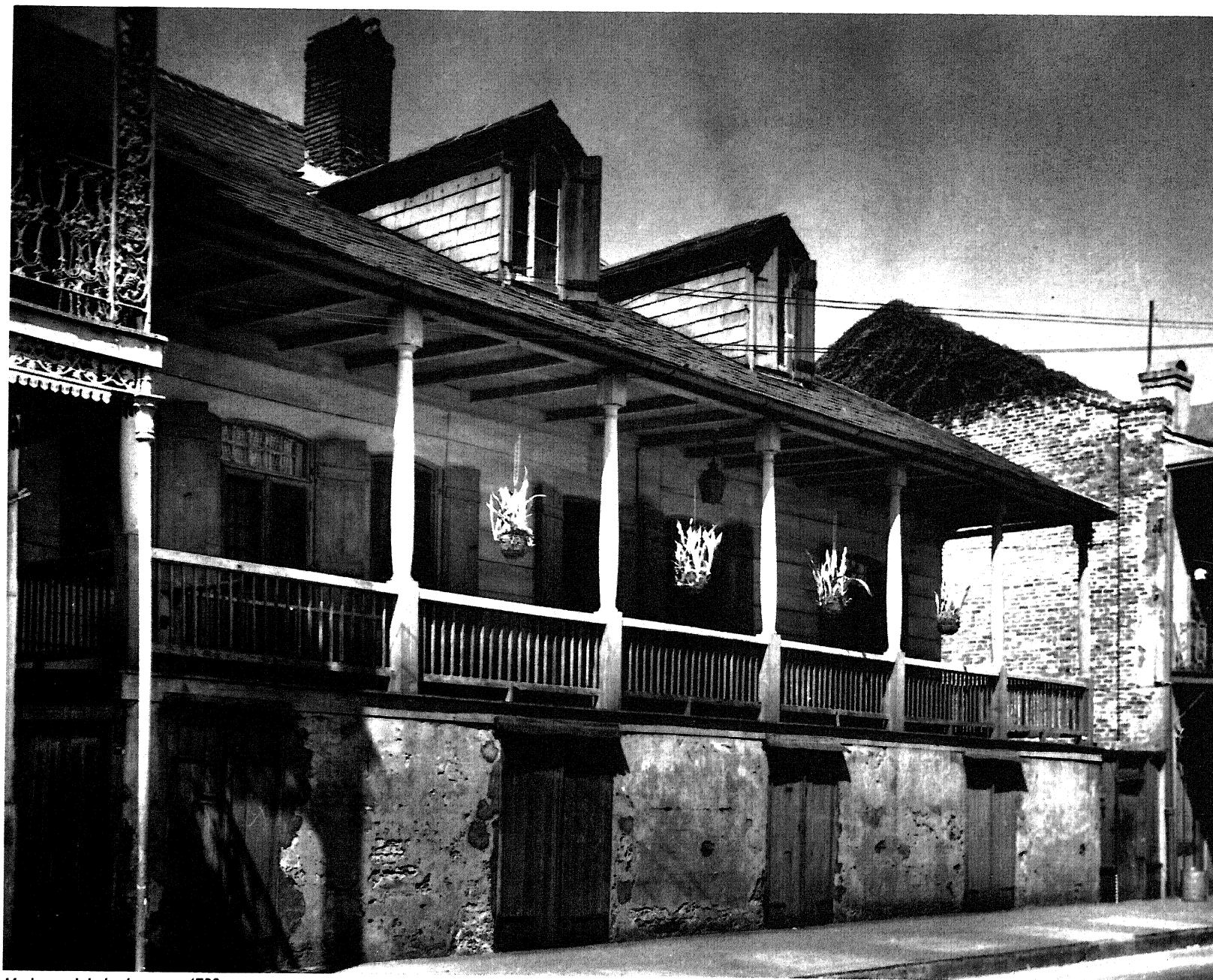
When the first brickyard was established on Bayou Road about 1725, brick began to be used for foundations and as a filling between the wall timbers for greater solidity. Walls were still covered with boards or plaster to keep moisture from the porous bricks, and, except for a brief period from about 1728 through 1730 when Pierre Baron served as King's engineer⁴⁸ and apparently liked the picturesque effect of brick and timber walls, an exterior covering was always used. About 1730 buildings of all brick masonry construction began to be built and large structures, like the second Ursuline Convent and the barracks that once flanked the square, were designed in a simple but elegant Louis XV style.

Roof coverings were at first strips of bark or split cypress shingles, but when the local brickyard began producing tile, this became the preferred material. Small flat tiles of a type still seen on a few Vieux Carre roofs were used on steep pitched roofs like the Ursuline Convent, while a round tile was used on roofs of lesser pitch. The last examples of such round tile roofs disappeared early in the present century.

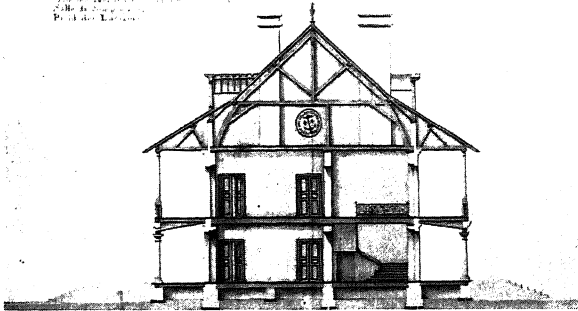
Because of unstable soil conditions, heavy brick construction for two-story buildings was found impractical and such masonry buildings were generally only of one story. A second story of colombage, bricked between posts, was preferred.⁴⁹ Like the earlier buildings, these timber framed walls were covered with boards where exposed to the weather and sometimes plastered over where protected by galleries. In most houses the masonry first story was a grade level basement for storage,⁵⁰ dining, or office use, while the living quarters were above, protected from dampness and elevated enough to enjoy whatever breezes might be available. Such a house is Madame John's Legacy at 632 Dumaine Street, which, although built in 1788

View of New Orleans, 1765

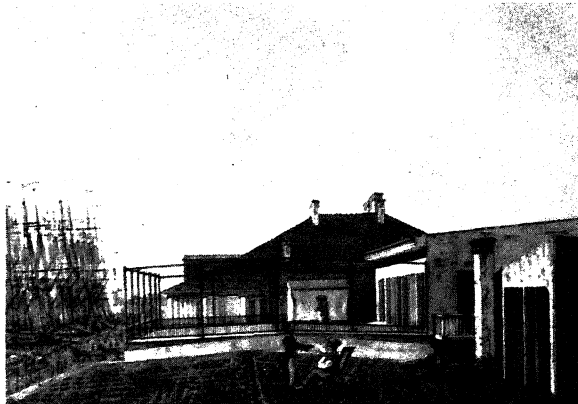




Madame John's Legacy, 1788

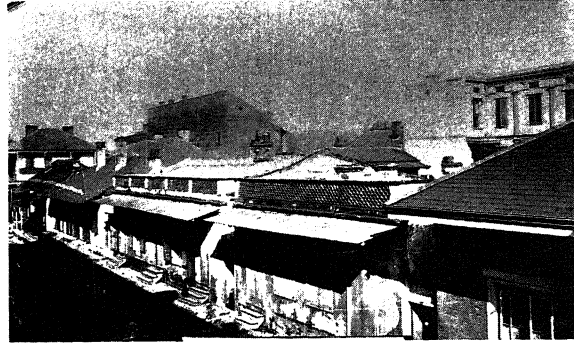
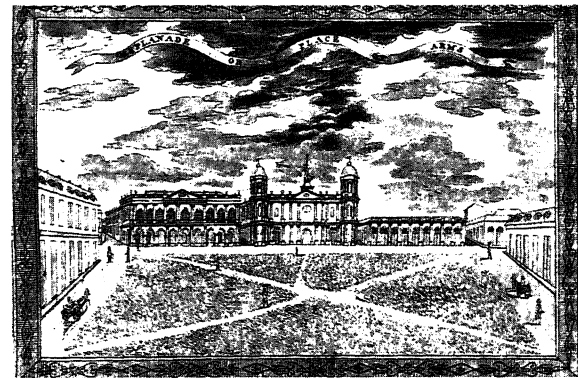
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Broutin's design for proposed government building, 1749



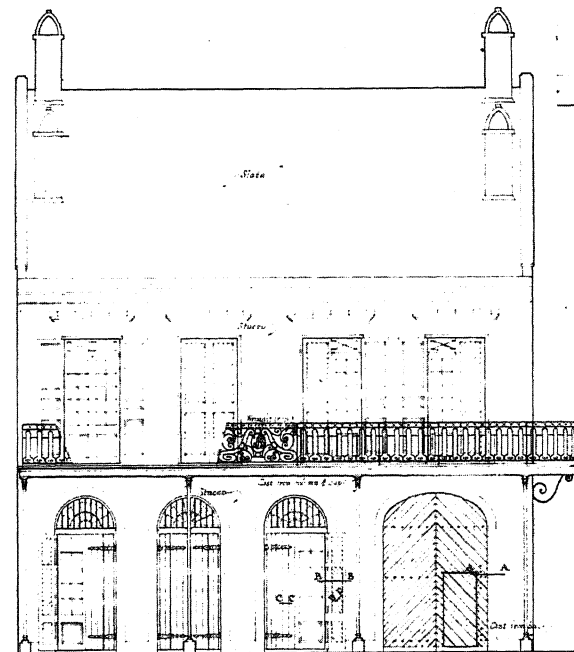
1819 sketch by Benjamin H. Latrobe showing tiles, terrace roofs

Sketch by Boqueta de Woiserrie



Tiled roof cottages with tile parapets

Bosque House, 619 Chartres Street



S. E. ELEVATION

for a Spanish officer, Don Manuel Lanzos, by an American builder named Robert Jones,⁵¹ exhibits the type of construction used for most earlier eighteenth century New Orleans houses.

This French style, reflecting influences from France, Canada, and the West Indies, continued to be generally used even after the Spanish occupation of the city until after the great fire of 1794. Then, because of new building laws,⁵² plastered brick buildings with nearly flat tile terraced roofs with balustrades around them came into popularity. Such buildings were described by Dr. John Sibley, a visitor from Natchitoches in 1802:

The Greatest Number of the Houses Particularly those Newly Built are flat Roofed, they first lay on Strong Beams, a little sloping thin plank, then Plaister of lime, earth, & Tar, then Brick Tile lay'd in Lime, over all & Rough coat of Tar Lime & Oyster Shells that in length of time become like Solid Rock never Leak a drop, a Balustrade round ornamented with Urns, Balls, etc. and the tops of the Houses are as their Back yards, the women wash, iron, sit to work & the Men walk on them & go from the top of one House to the top of another & visit their neighbors without having any thing to do with the Streets below. Many have shrubs & flowers growing on their houses—no wood shingles are used, either cement, slate or Tile. ⁵³

Benjamin Latrobe sketched roofs of this type from his hotel window in 1819.

Such roofs continued to be constructed in New Orleans until after 1820, but it was so difficult to keep them from leaking that most of them eventually were covered over with another more steeply pitched slate roof. The Cabildo and the Pontalba house opposite at St. Peter and Chartres streets both originally had flat terrace roofs with balustrades; a row of cottages on Dumaine Street between Royal and Bourbon, of which only one survives, had this same type roof with balustrades of open-work tile.

The house built by Bartholome Bosque in 1795, at what is now 617 Chartres Street, is a good example of the typical house of the Spanish Colonial period, and originally had the characteristic terrace roof.⁵⁴ The patio is entered from the street by a broad carriage way or porte cochere. The principal staircase is located in an arcaded loggia at the patio end of the porte cochere and the patio is enclosed on two sides by two-story service buildings connected to the main house

by a cantilevered balcony. Originally the patio balcony had no columns, but was protected by a wide overhanging roof supported by the extended and hand-somely formed rafter ends.

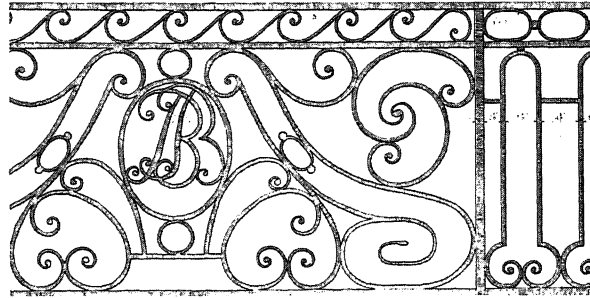
The front balcony was originally only about three feet wide and its railing is one of the finest of the period, no doubt the work of the craftsman, Marcelino Hernandez, who made the railings for the nearby Pontalba House and for the Cabildo.

Most of the few surviving examples of houses of the Spanish Colonial period have been so changed in the course of time that it is only by reference to old drawings in the Notarial Archives and elsewhere that a clear idea of their original appearance can be obtained. Good examples of such early drawings are those of the buildings at the corner of Royal and St. Louis (now Tortorici's) and at 722 Toulouse. Gilberto Guillemard's original drawing (privately owned) for a one-story wing for the Montegut house, a wing built for one of Dr. Montegut's daughters in 1796, is also important in the documentation of the style of this period. The quoins, cornice, balustrade, and window treatment are quite similar to details of the Pontalba house (recently rebuilt for the Little Theatre) which was undoubtedly the work of the same architect.

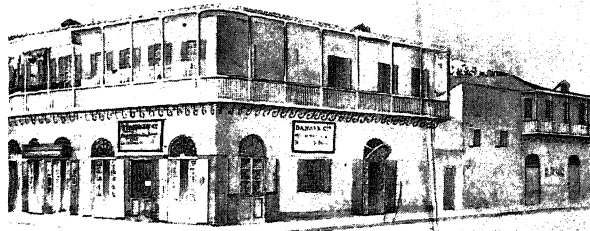
The most important surviving structures of the Spanish Colonial period are of course the Cabildo and the Presbytere. The original cathedral was rebuilt and its character completely changed in 1850.⁵⁵ All three buildings were designed together by Guillemard after the fires of 1788 and 1794, although the Presbytere, begun first, was not completed until 1813. These three buildings, in their original form, illustrate the introduction of classical forms of engaged columns and pilasters, forms that also appear on other examples of the period such as the Reynes house at Toulouse and Chartres and the original two-story part of the Girod house on St. Louis Street near Chartres.

Transitional Styles—1803-1835

The years following the Louisiana Purchase in 1803 witnessed a tremendous increase in the influx of Americans into the former Spanish colony. The dominant character of the city during these post-colonial years, however, remained essentially French and the majority of the newcomers preferred to live outside the Vieux Carre, principally in the Faubourg St. Mary above Canal Street, an area that soon acquired the

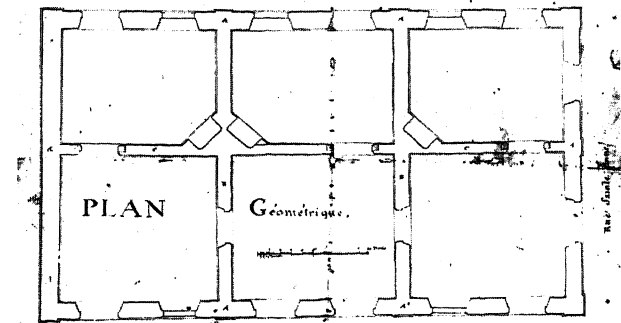
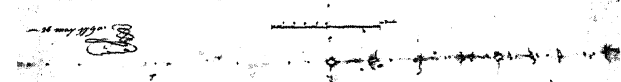
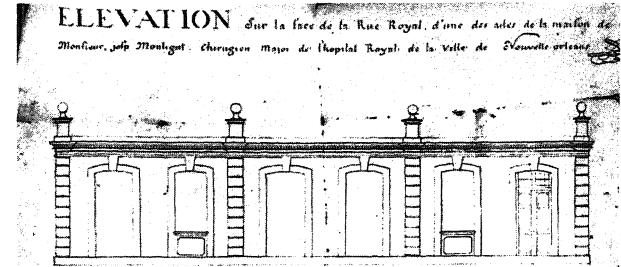


Wrought iron railings of the Bosque House

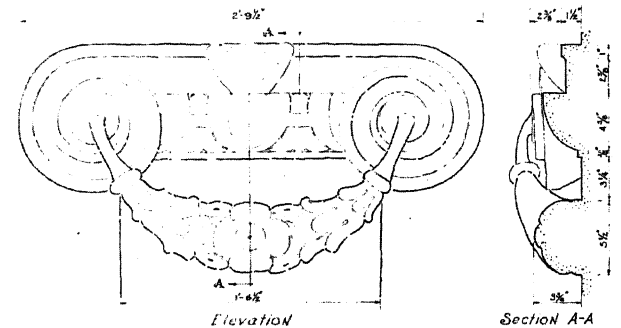


Tremculet-Pavie houses, Royal and St. Louis Street, 1796

722 Toulouse Street, with original tile roof, typical small dormer and wood balcony of the Spanish Colonial Period



Drawing by Gilberto Guillemard for wing on the house of Dr. Joseph Montegut at Royal and St. Ann Streets, 1790



Detail of Ionic pilaster capital, Girod House



Louisiana State Bank, 1820, last design of Benjamin H. Latrobe, architect

appearance of an American town.⁵⁶

The post-Colonial years also witnessed an increase in the French portion of the population as refugees arrived from France and the French islands in the West Indies, in the aftermath of revolutions in those areas. This helped to continue and strengthen the French architectural character of the Vieux Carre, but this was only a temporary reprieve.

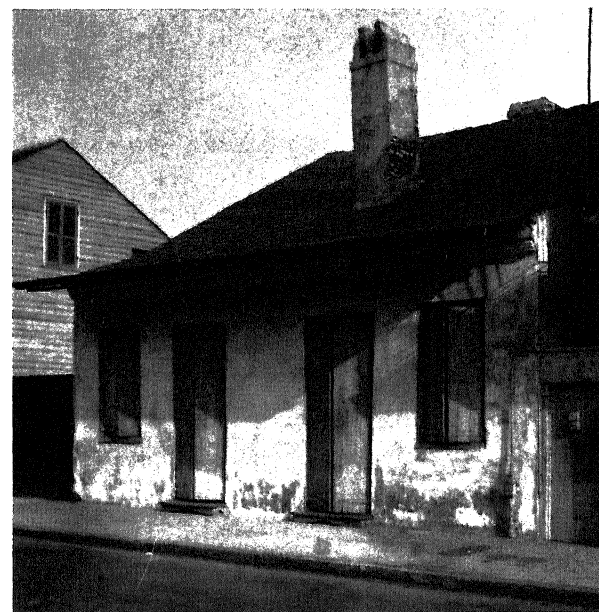
Up until about 1820 the predominant style for new buildings in the Vieux Carre was essentially French, often reflecting the newer French styles of the Napoleonic period and the revolutionary geometrical patterns of diamonds, circles, ovals, etc. for ornamenting simple balcony railings of vertical iron bars. The only florid detail, sometimes retained, was the decorative monogram panel. Good examples of this change may be seen in the balconies of the Banque de la Louisiane (1805), now Brennan's Restaurant; the adjacent Dujarreau-Rouquette house (1808) designed by its French architect-owner, Godefroy Dujarreau; the balconies of the Pedesclaux-Lemonnier house at the corner of Royal and St. Peter,⁵⁷ added to it in 1811 by the French architects Lacarriere Latour and Hyacinthe Laclotte; and the Louisiana State Bank by Benjamin Latrobe in 1820.⁵⁸ This latter building, Latrobe's last design, also illustrates the bold massing of geometrical forms, essentially a simple cube with a semi-cylindrical projecting bay at the rear.

The residence of Mayor Nicholas Girod,⁵⁹ built in 1814 at the corner of Chartres and St. Louis streets, and in all probability designed by Laclotte, is perhaps the best example of continuing French feeling in the architecture of the post-Colonial period.

The majority of the houses erected during this post-Colonial period were of the type that has come to be called the "Creole cottage." Although the one-story cottage was not a new idea, the typical square plan divided into four rooms by intersecting partitions, with a recessed rear gallery flanked by small rooms called "cabinets," seems to have come into general use during this period. The ceiling heights were fairly low so that the wide overhanging roof or separate awning-like projection protected the sidewalk and the front wall of the house from sun and rain. The fairly steep roofs covered with tiles or shingles, rarely with slate, were constructed with a straight ridge parallel to the street, gables at either end. Kitchen and servants' quarters were in detached buildings, often of two

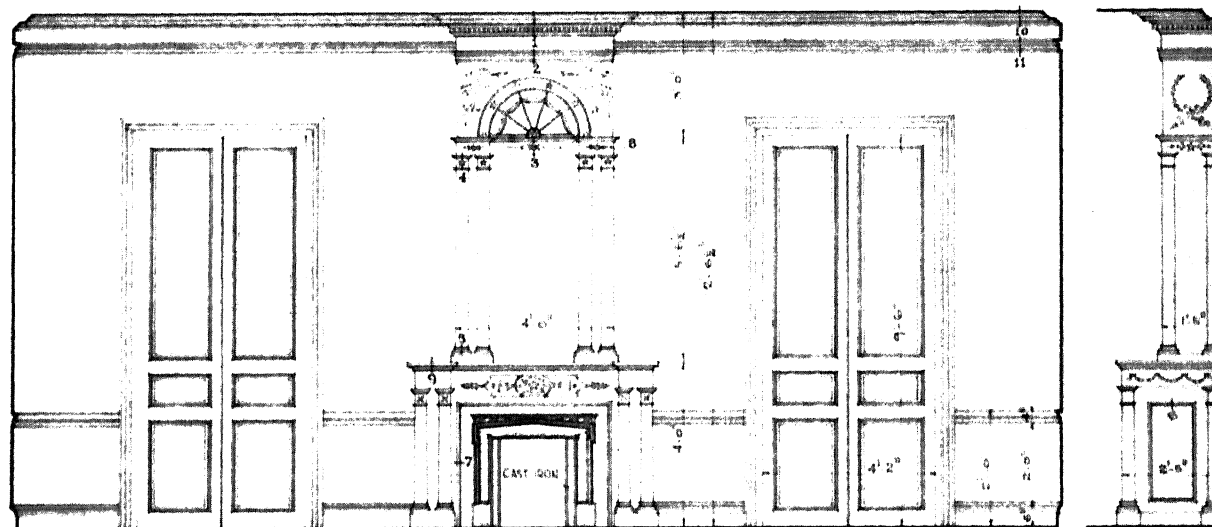


Girod House, 1814, with two story west wing dating from 1795



La Rionda House, 1218 Burgundy, 1810

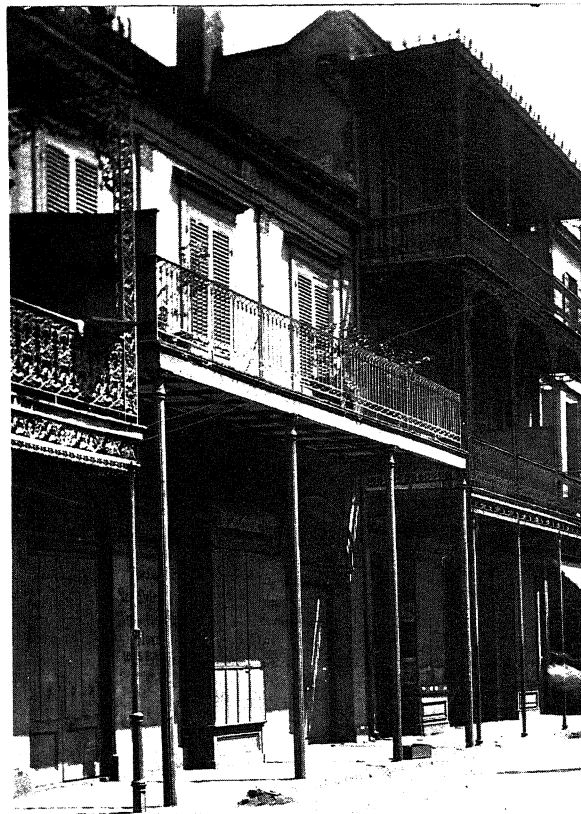
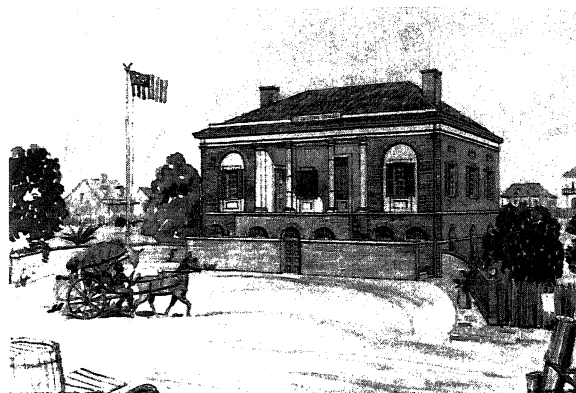
Elevation of the principal salon of the Girod House





Cottin House, 534 Royal, 1818

New Orleans Custom House, Benjamin H. Latrobe, architect



James Hopkins House, Charles Street, 1815

Thierry House, 721 Governor Nicholls Street, 1814



stories, in the rear. Each of the two rooms facing the street had one door and one window and the house had two chimneys, one to serve the back-to-back fireplaces of the two front rooms and the other for the two rear rooms. This plan form may have been introduced by refugees from San Domingo, for houses of this type on that island are described in Moreau de St. Mary's *Partie Francaise de Saint-Domingue*.

The entresol, a low-ceiling area above the ground floor, generally used for storage and services, seems to have become popular during this period. This raised the level of the balcony of the principal floor to a considerable height above the ground and produced an interesting proportional relationship in the facade. The entresol was often lighted by the fanlight transoms of the ground floor doorways and sometimes by separate, nearly square windows beneath the balcony.

The post-Colonial years also saw an increase in the use of classical forms of a more delicate character than those that had first been used in the 1790's. They generally appeared as rather narrow flat pilasters and delicate, richly ornamented, stucco cornices on the upper story of the building. Examples of this are to be found in the Dujarreau-Rouquette house of 1808 (413 Royal Street), the Vincent Nolte house of 1819 (Royal and Toulouse) and the Garnier house, 1818 (718 St. Peter Street). One of the best examples, the Hopkins house, built in 1815 on Chartres Street, was demolished for the construction of the Court House about 1905. All these houses were essentially French in character, Empire in detail.

Meanwhile, American architects and builders were introducing the American Federal style into the French city. In 1807 Benjamin Latrobe designed a new custom house using red brick from Philadelphia, white trim, freestone columns and green blinds. In 1811 William Brand built a house for J. N. Destrehan at the corner of Chartres and Conti with fronts of Philadelphia bricks in English bond and a slate roof. Latrobe's son, Henry S. Latrobe, in 1816 built a house for William Kenner for which he specified that *the windows shall be hung with weights in the American style*.⁶¹ The exterior of the house, however, was to be plastered in the French manner and few other American ideas, besides the double-hung windows, were introduced by young Latrobe in the several houses he designed and built in New Orleans before his death in 1817. He did, however, introduce Greek Doric columns for the portico of the house of Jean Baptiste Thierry (721 Gov. Nicholls

Street) which he did jointly with Lacarriere Latour in 1814.

The years from 1820 to 1835 saw a transition from an essentially French to an essentially American manner of building.⁶² Even French architect-builders, like Gurlie and Guillot, who had worked together in New Orleans since 1795, adopted the increasingly popular red brick.

The "Creole cottage" type remained popular, and while many continued to be built with stuccoed walls and cornices and casement doors and windows, more were done with red brick fronts and double hung windows. Exposed red brick, particularly if of local origin, was not, however, a satisfactory material in the humid New Orleans climate and many of the brick houses built during this transitional period were later stuccoed or painted.

One-story cottages were rarely provided with a carriage way through the building, access to the rear courtyard being provided by narrow open passageways for pedestrians on either side, one of these passages being sometimes made wide enough to admit a carriage. These cottages sometimes also were constructed as double houses, divided by a narrow covered pedestrian passage through the center.⁶³

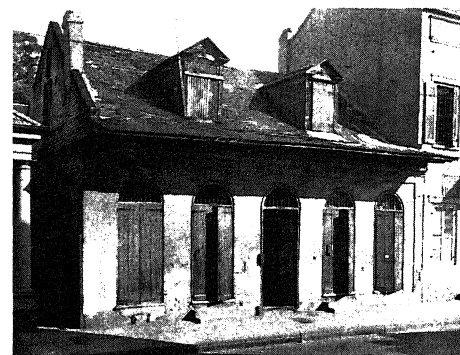
One of the most important buildings of this transitional period is the Le Carpentier-Beauregard House at 1113 Chartres Street, designed by the architect Francois Correjolle.⁶⁴ This house, built in 1826, had a central hall, and the gallery in front was changed to a classic, pedimented, Tuscan portico of four columns with exterior stairways extending from either side. The rear had a recessed porch flanked by small rooms or cabinets. The present rear gallery and kitchen wing are post-Civil War additions. The walls, instead of being of the increasingly popular red Philadelphia brick, were plastered and painted in the French manner. The front openings, flanking the elaborate entrance door, are casement doors also in the French manner with transoms divided by delicate curved muntins. Numerous variations of this transom design are to be found in the Vieux Carre in buildings of the 1820's and 30's. Heavy panelled shutters protected these casement doors and transoms. The windows along the sides of the house were of the American double hung variety with twelve over twelve lights.

William Brand, a Virginian who had been in Louisiana

since before 1805, built numerous buildings in the American manner. As early as 1810 he had erected a large two-story house for Samuel B. Davis⁶⁵ at Canal and Royal streets, the two street fronts faced with Baltimore brick. Many houses, when built of local brick, were painted a red brick color, the joints "pencilled" in white. The cornices were generally of wood, rather delicately detailed with carved mouldings and dentils or modillions. These cornices were often painted and sanded to imitate stone, joints being painted on in white. Unfortunately many of these fine wood cornices were removed in later years and replaced with heavy ones of brick, generally with brick parapets. This was partly due to the problems created by the rotting of the wood (the top member was often a large solid block of wood hollowed out on the top to serve as a gutter), and partly due to a desire to modernize buildings in the later Greek Revival style.

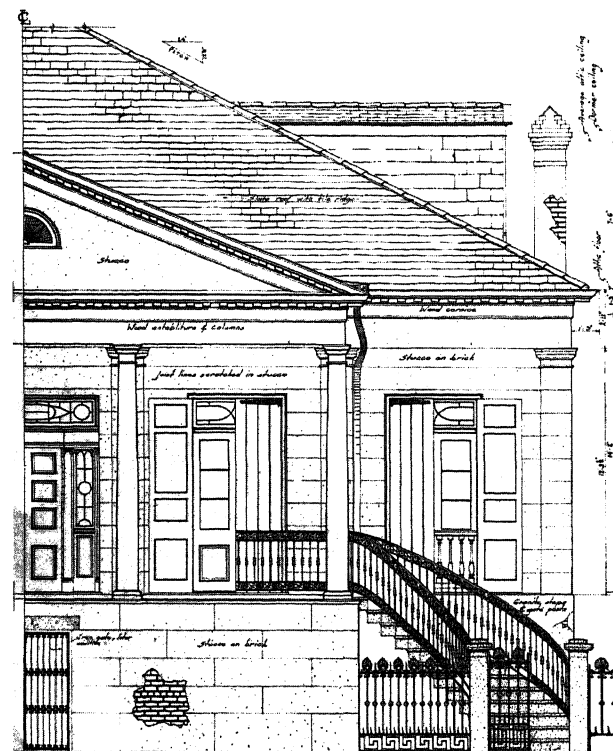
One of the best examples of American influence on New Orleans architecture is to be found in the Grima house at 820 St. Louis Street, now the Christian Woman's Exchange, built by William Brand in 1831 for Samuel Hermann.⁶⁶ Here again the front is of Philadelphia brick laid in Flemish bond. The original front cornice was run in cement plaster but has since been replaced by a brick one. The cornice on the facade facing the courtyard was always of brick. The house has had very few other changes since it was built, but the red brick has been painted a gray color that has of course somewhat changed its original character. The details of the woodwork, both inside and out, are excellent and typical of the best examples of the period. The windows are all of the American double-hung variety. The wrought iron balconies and the recessed rear loggias are adaptations of French ideas.

Row houses, long popular in Baltimore and Philadelphia as well as in other eastern cities, also began to be built in great numbers in New Orleans not only in the Faubourgs but in the Vieux Carre.⁶⁷ The rows varied in numbers of houses, from twos and threes to entire blocks of twelve or fourteen.⁶⁸ They were generally two or three stories in height with some four-story rows along Levee (Decatur) Street. These buildings generally had arched openings on the ground floor with glazed casement doors and fanlight transoms with iron bars. Heavy panelled shutters protected the doors when the store, that generally occupied the ground floor, was closed. Many of these stores had entresols like the earlier buildings. Casement doors, with transoms divided by curved muntins in varied de-



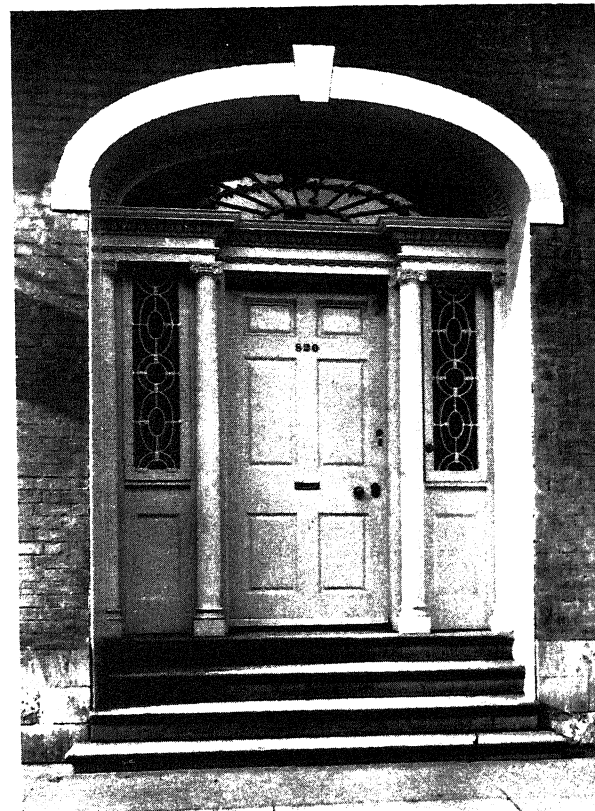
Double cottage at 1014 Dauphine Street, ca. 1825

Le-Carpentier-Beauregard House, 1113 Chartres Street, 1826





Grima House (now Christian Women's Exchange) 1831



Front entrance to the Grima House

signs like those of the Beauregard House, opened on to a continuous wrought iron balcony at the second floor level. Third floor windows, generally double hung, sometimes had wood panels beneath them extending down to the floor level and often had individual wrought iron balconies for decorative effect, for they were too narrow for use and frequently inaccessible. Cornices were of wood, brick, or cement plaster. Slate roofs with the ridge parallel to the street generally had two well-detailed dormers with brick chimneys attached to the brick fire walls that separated adjacent houses in the row. Each house was usually thirty feet or less in width and had three openings on the front on each floor. About 1830 the use of gray granite pilasters with simple capitals featuring a torus moulding became

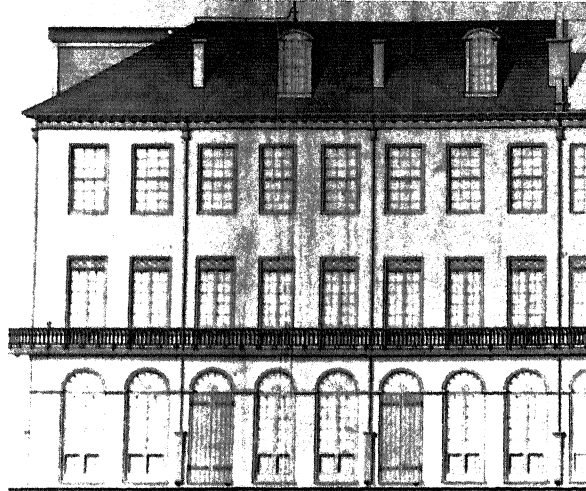
popular and many buildings built with arched brick openings on the ground floor had the arches removed and replaced with square granite pilasters which gave more light and provided show windows for the ground floor shops.

Among the best buildings of this transitional period were several built by Gurlie and Guillot on which they used an elaborate wood cornice with carved wood garlands running along the frieze. The house they built in 1832 for Dr. Joseph Adolphe Tricou, now 711 Bourbon Street,⁶⁹ is a particularly interesting example having this type of cornice, but the house, though incorporating many of the newer American forms such as red brick and double hung windows, still retains the typical Creole porte-cochère or carriage drive through the center to the courtyard. The plaster on the ground floor arches is probably a later addition. Other important houses of this period, on which the same Gurlie and Guillot garlanded cornice and other typical details were used, are the house of Pierre Soulé, now 720 St. Louis Street; the Gally houses at the corner of Chartres and Toulouse; and the Vignié houses at Royal and Orleans.⁷⁰ Numerous other examples exist in the Vieux Carre and all may be safely attributed to Gurlie and Guillot and dated between 1830 and 1835. These two architect-builders, who contributed so much to the character of the Vieux Carre, ceased to be active about this time and the style which they used so well gave way to the heavier forms and details of the Greek Revival.

The Greek Revival—1835-1850

Some manifestations of the Greek Revival appeared in New Orleans as early as the post-Colonial period with the work of the Latrobes, but it was not until about 1835 that this almost universal style took over. Even then, differences could be detected in the Anglo-American and the Creole interpretation of the style, the former as expressed in the works of Gallier and Dakin and the latter, the neo-Grec, in the works of the De Pouilly brothers.

Most of the works of Gallier and Dakin for their American clients have since disappeared, although a fragment of the fine residence they did for William Nott⁷¹ remains behind the 1920's facade of the Italian Union Hall on Esplanade Avenue. Dakin's vigorous state Arsenal on St. Peter Street, built in 1839 behind the Cabildo,⁷² is now part of the Louisiana State Museum. Two four-story stores, built in 1836⁷³ on the upper side

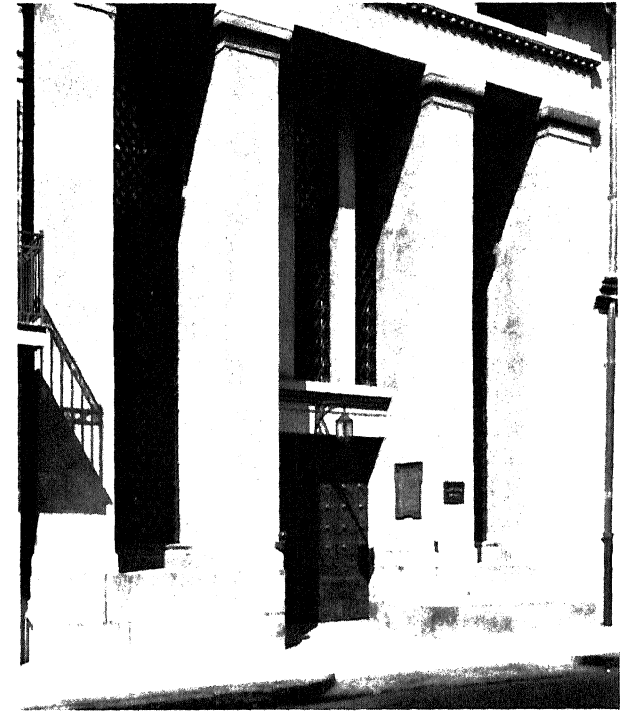


Cucullu's Houses, Chartres Street, 1878

Tricou House, 711 Bourbon, 1832



*Column and balcony details of one of the "Three Sisters," Rampart Street (now destroyed) 1834
State Arsenal, St. Peter Street, 1839, James H. Dakin, Gallier and Dakin, architects*





Crawford House



Miltenberger Houses, 1838

Labranche buildings, Royal and St. Peter streets, 1839-1840



333 Chartres Street, with granite pilasters and doors of the 1840's



of Toulouse near Decatur, and two stores, built in 1840⁷⁴ at the corner of Chartres and Iberville, are typical of Gallier's commercial buildings of this period, and, with a row of houses that he built for Paloc and Dufour at Burgundy and Dumaine,⁷⁵ are among the few examples of his work that have survived.

Similar row houses continued to be built during this period, usually either two or three stories in height. Red brick was still the favored material for facades and the deep wood cornice pierced by small horizontal attic windows was frequently used. Continuous narrow wrought iron balconies occurred at the second floor level often using delicate diagonal and lyre patterns. Double hung windows were used almost exclusively and entrance doors, placed to one side of the facade of each house and opening into the stair hall, had simple Greek Revival casings, sometimes embellished with carved wood anthemions at the top and rosettes on the facing. In 1838 Rice and Tibbetts contracted to finish three three-story houses for Mrs. Louis Christian Miltenberger⁷⁶ at Royal and Dumaine and in 1839 the Labranche buildings were built at Royal and St. Peter. This latter row retained the arched ground floor openings for commercial occupancy and the narrow side passageway to the courtyard and stairway to the upper stories in the French manner. Both the Miltenberger and Labranche buildings were later considerably altered in character by the addition of cast iron galleries.

The De Pouilly brothers designed the St. Louis Hotel in 1835 and the facades for the buildings along Exchange Passage, developed as a pedestrian approach to the hotel, using the buildings along the Rue de Rivoli in Paris as a model. The Dufilho house at 514 Chartres Street and the Olivier house⁷⁷ at 828 Toulouse were both done by DePouilly, 1837-1839. All these buildings were stuccoed on the exterior in the French manner.

Greek Revival houses were larger in scale than those of earlier periods with increased ceiling heights, even in one-story cottages. Numerous buildings were constructed with square granite columns or pilasters on the ground floor, the cap mouldings of which changed from the simple Greek torus to a heavier, undercut, hawk's beak moulding, a form used almost entirely after 1840. The Pontalba buildings, first designed by James Gallier in 1849 and modified by Henry Howard and by the Baroness Pontalba herself, used these heavy granite columns. In the design of these sophisticated

row houses, cast iron galleries were incorporated probably for the first time in place of the simpler wrought iron balconies of earlier Greek Revival buildings.⁷⁸ With the construction of these great houses, the use of cast iron galleries and freer Italianate details rapidly replaced the more academic classicism of the Greek Revival.

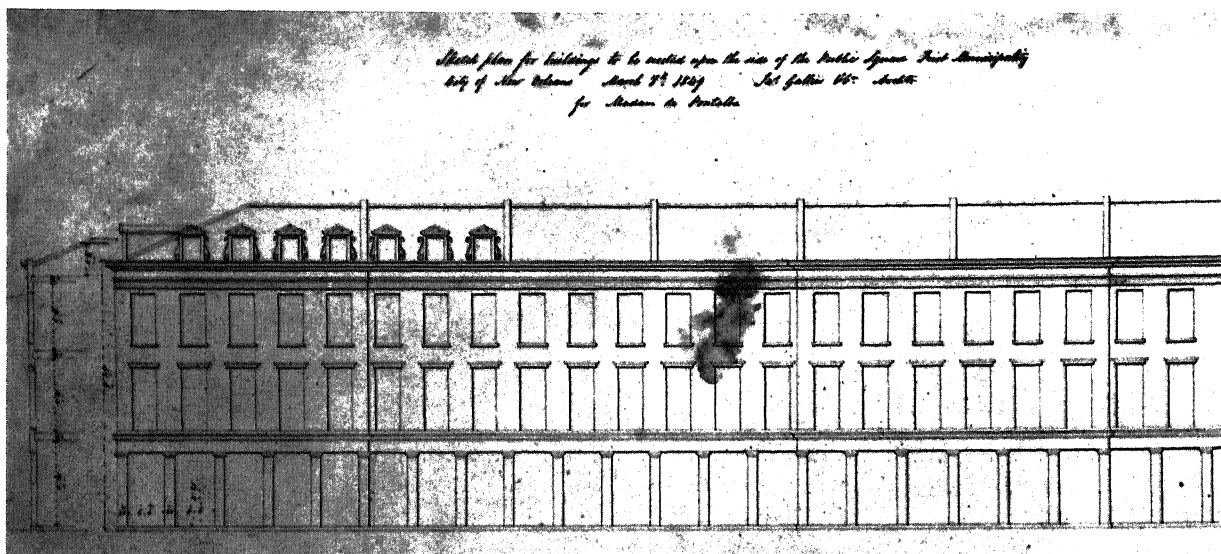
The Ante-Bellum Period—1850-1862

The Ante-Bellum period, from 1850 until the fall of New Orleans in 1862 shortly after the outbreak of the Civil War, was generally a period of great prosperity and growth in New Orleans. The Vieux Carre, however, did not participate to a great extent in the building boom that accompanied this increase in the city's wealth. Americans were largely responsible for most of the buildings of the Garden District and surrounding uptown areas, while many of the wealthier Creole families began to move away from the French Quarter and to build new mansions along Esplanade Avenue.

By this time the Vieux Carre was well developed and new buildings could only be built where others had burned or been demolished. Consequently, many of the older ones were remodeled, additional stories added, decaying wood cornices removed and replaced by heavy brick parapets more in keeping with the taste of the times. The introduction of the cast iron gallery during this period, however, produced the greatest visual effect on the area.⁷⁹ Numerous Greek Revival houses and some earlier ones were completely changed in character by the addition of such galleries. Although most of this cast iron work with its naturalistic plant forms and Rococo designs was an expression of Victorian romanticism, they nevertheless served so well the functional purposes of providing shade, shelter, and outdoor living space that they became immensely popular and have become recognized as perhaps the most distinctive feature of New Orleans architecture.

Cast iron was employed in galleries over the sidewalk, verandahs cantelevered from the walls of buildings, balconies, canopies, lintels, grilles, gates, and fences.⁸⁰ In commercial structures and shop fronts, cast iron columns and lintels replaced the heavier granite of earlier periods, and many old buildings had the smaller openings on the ground floor replaced with cast iron columns and large glass show windows.

A few important houses were built in the Vieux Carre



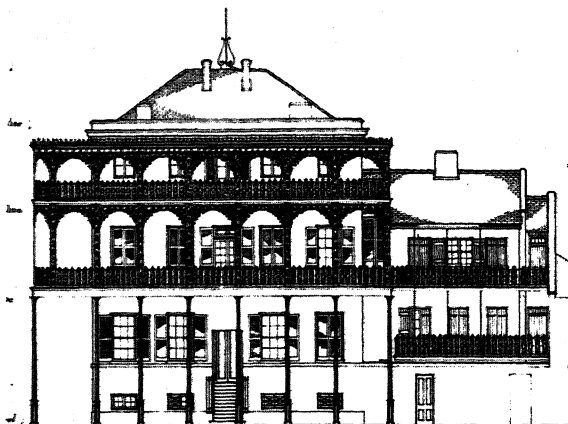
Pontalba buildings as originally designed by James Gallier, Sr. in 1849

House at Royal and St. Philip—cast iron galleries added after 1858

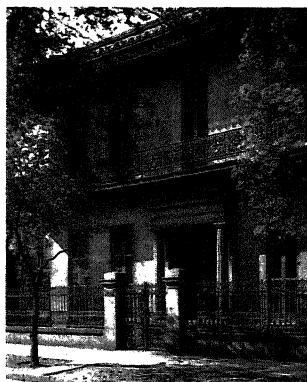


Gardette-Le Pretre House, 716 Dauphine, 1838, with cast iron galleries added later

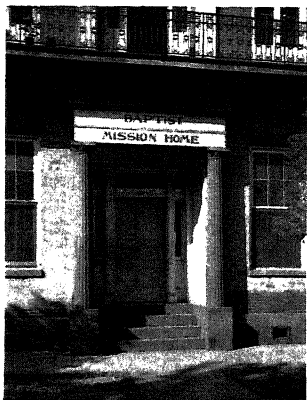




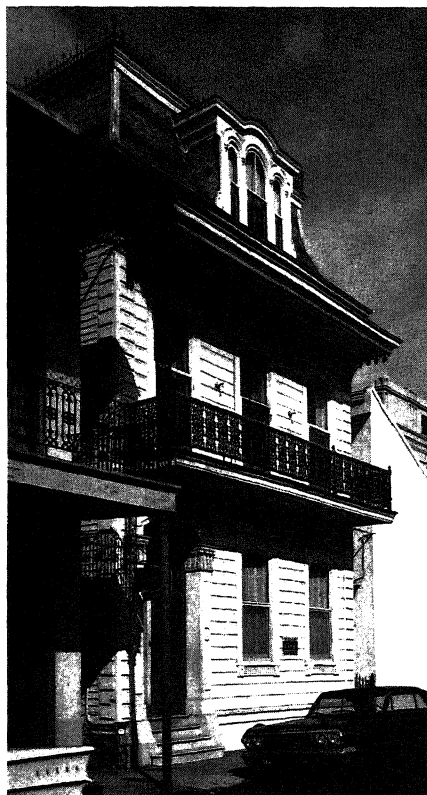
Gardette-Le Pretre House, with oak leaf and acorn design galleries



Gauche House, 704 Esplanade, 1856

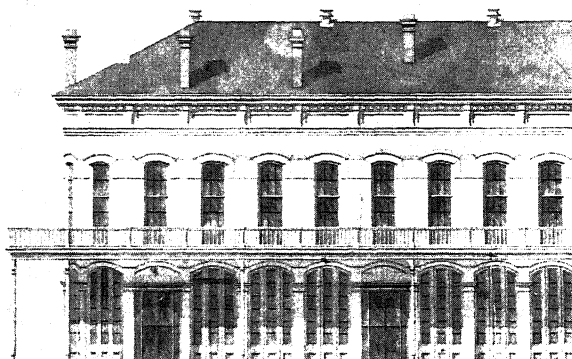


Granite Portico and Steps of Fisk House, former Baptist Mission Home, 740 Esplanade



Madame Dejan's House, 1309 Dauphine, 1886

Store at Royal and Ursulines by Thomas Sully, dated 1880



during the 1850's, notably the Gallier house at 1132 Royal Street and the Gauche house at 704 Esplanade. The former was built as his own residence in 1857 by the noted architect James Gallier, Jr., the architect who in 1859 designed the French Opera House, the most important building erected in New Orleans during this Ante-Bellum period.⁸¹

The Gauche house, built in 1856, makes liberal use of cast iron in the balcony railings surrounding it, and in the canopy edge, fences, gates and courtyard fountain. Purer Greek Revival detail persists in the granite Doric entrance portico, a feature repeated on the Fisk house at the corner of Esplanade and Bourbon. Several other residences constructed during this period along Esplanade Avenue and Rampart Street were done in a similar style and the popularity of Greek Revival detail continued even after the Civil War.

The Later Victorian Period—1862-1900

The years following the Civil War were marked by little building activity in the Vieux Carre, except for commercial and industrial buildings and cheaply built rental houses, usually of the so called "shotgun" variety. A few private residences were erected in the Esplanade Avenue vicinity, in the French Mansard style of the 1880's and 90's, a few in this same style were done in other parts of the Quarter and a few Mansard roofs were added to earlier buildings, but most are undistinguished when compared to others built in uptown areas and along Esplanade Avenue beyond Rampart at the same time.

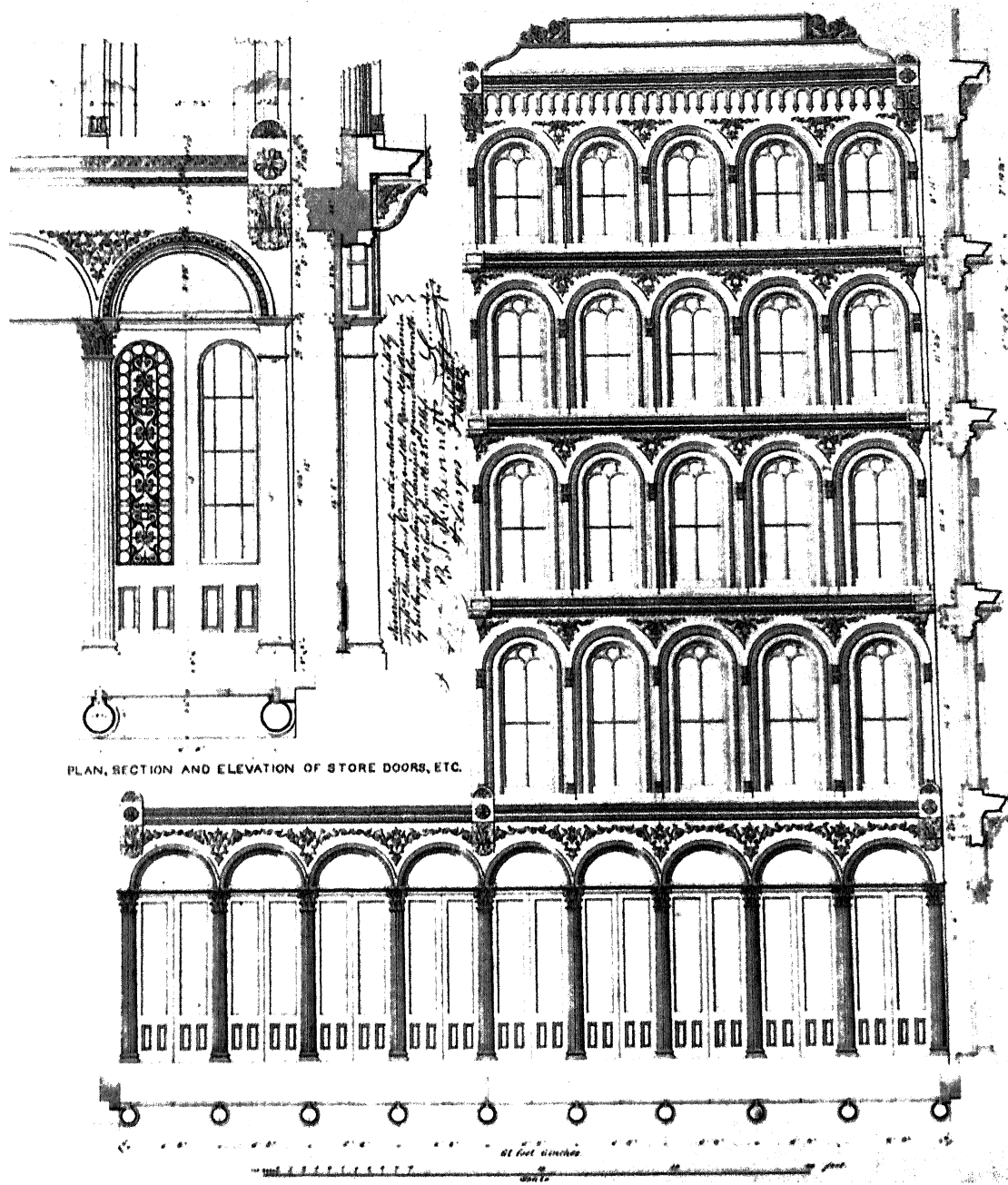
A few large commercial buildings were built on Royal and Dauphine streets for mercantile uses. Three of the best examples were the two on Royal at the corner of Ursulines, diagonally opposite each other, and the similar one at Royal and St. Anne. These three two-story brick structures each consisted of a series of segmental arches on the ground floor, supported on brick piers, with tall, segmental head windows on the upper floor, and a rounded corner with a corner entrance. These buildings were built between 1880 and 1885, at least one designed by Thomas Sully.⁸² The ground floor openings were originally closed by a series of glazed folding doors with iron grilles or removable wood panels to protect the glass. These doors, when all folded back in the open position, gave to the store the effect of an open air bazaar.

One of the most important examples of the post-Civil

War years was the cast iron front building, designed in 1866 by Gallier and Esterbrook for the Bank of America,⁶¹ facing Exchange Place just behind the bank's earlier building facing Canal Street at the corner. The building was handsomely detailed in the Italianate manner and carried on the style of cast iron buildings that had begun before the war. It is perhaps a unique surviving example of such a well executed cast iron facade and is considered to be of national importance.

Also during the post-Civil War years the riverfront area from Jackson Square to Canal Street became covered with commercial and factory buildings, some exhibiting an unusually skillful use of brickwork. Notable examples were the large Importers Bonded Warehouses along North Peters Street.⁶² The castellated main building of the Jackson Brewery dates from the 1890's and is not a particularly noteworthy example of the brewery style of the day.

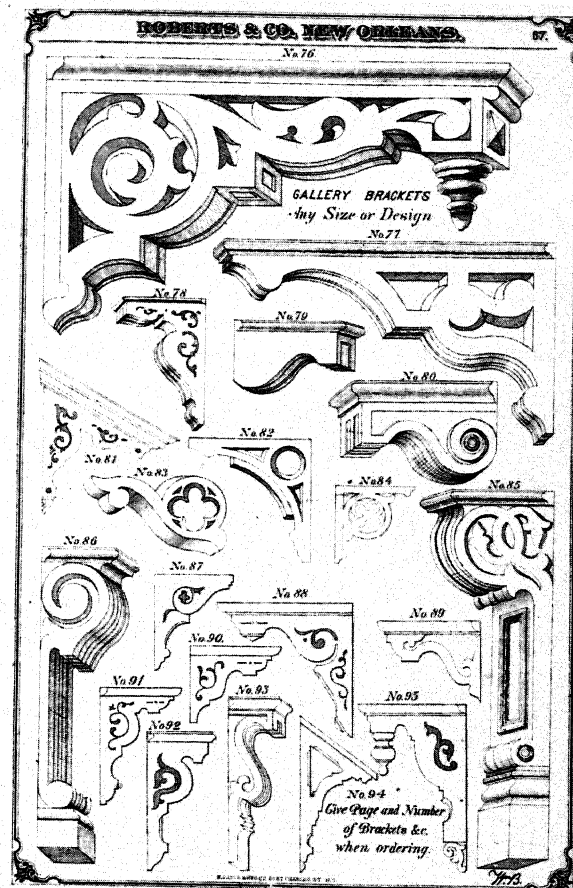
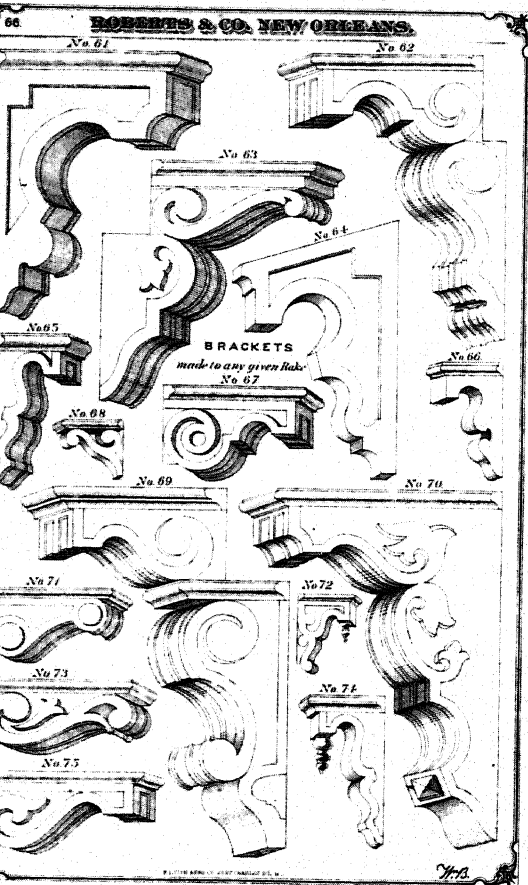
The most significant addition to the Vieux Carre scene in this late Victorian period was the proliferation of narrow frame cottages of the "shotgun" variety, mostly doubles, with an occasional "camel back" where the rear portion of the house was made two stories. Houses of this type were erected in all parts of New Orleans in the 1870's, 80's, and 90's wherever land could be bought at a low price and cheap houses could be built for rental purposes. Such houses replaced numerous earlier cottages, mostly in the fringe areas of the Quarter and were crowded onto narrow lots with narrow walkways on either side. The fronts were embellished with a wide variety of wooden jigsaw ornaments consisting of heavy brackets to support the wide front overhang of the roof, door, and window trim, rusticated board facings and quoins, and, in later examples, wood turnings. All these items could be ordered from the catalogues of various sash factories such as the one published in 1880 by *Roberts & Co., Proprietors of the Louisiana Steam Sash, Blind and Door Factory*. Besides the one-story cottages, some period on which the same sort of jigsaw ornament was used. In several instances one-story buildings were later raised and a new ground floor story, generally a store, was constructed beneath it. Because of the great numbers of houses of these types still existing in New Orleans, many of them in slum areas, these Victorian cottages were considered as undesirable, but this attitude has changed and these modest houses are now being recognized as a significant expression of a phase of New Orleans' architectural development.



PLAN, SECTION AND ELEVATION OF STORE DOORS, ETC.

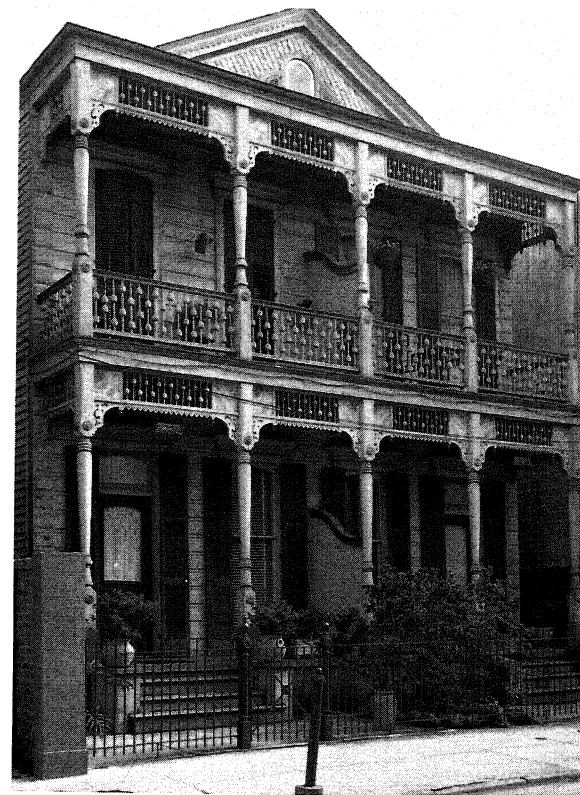
Elevation by Gallier and Esterbrook Dated 1866 for cast iron facade for the Bank of America, 111 Exchange Place

ails of jigsaw work from Roberts' catalogue, published 1880



Typical "shotgun" double cottage, 818 Dauphine

1214 Royal with wood details



Twentieth Century

The early part of the present century saw the Vieux Carre at its lowest ebb in popular respect and consideration. When a new Civil Courts Building was needed about 1905, it was thought that the best possible way in which to revitalize the old area would be to pull down as much of it as possible. This new Courts Building afforded an opportunity to get rid of an entire block of what would now be considered superb landmarks and replace them with the incongruous, white marble and white terra cotta, somewhat Beaux Arts style building. No consideration was given to the size, scale, or character of the area in which the new building was located. In a similar way the new Monteleone Hotel was built in the exuberant glazed terra cotta style of the same period and of the scale and size of the newly emerging skyscrapers.

When in 1908 a great fire broke out along Decatur, between Bienville and Iberville, destroying nearly two squares of buildings, all were replaced in the ordinary commercial styles of the day, some with white glazed brick fronts and all with an almost deliberate disregard for the old character of the area. It was not until the new theatre building for Le Petit Théâtre du Vieux Carre was built on St. Peter Street opposite the Cabildo in 1922 that any attempt was made to design a new building in the character of the older structures surrounding it.

Since the establishment of the Vieux Carre Commission in the 1930's, control over architectural design has been exercised. The Commission soon adopted a policy that all new structures should be done in the traditional "style of" the Vieux Carre. This of course allowed for a wide variety of interpretations and in some instances meritorious old buildings were allowed to be demolished to be replaced by new structures of questionable authenticity in style or detail. New buildings in the contemporary idiom have been rigidly excluded from the area so far. Policy in these design considerations is set by each succeeding Commission, responsive generally to expressed opinions of citizens groups and organizations, as well as to those of preservation and historical societies.



Le Petit Theatre, Armstrong and Koch, architects, 1922



Royal Orleans Hotel, 1960



PART III
THE TOUT ENSEMBLE
AND CHANGE



Jackson Square, the physical and symbolic focus of the Vieux Carre

Section 1. Identity: Components of the Tout Ensemble

Physical Components

PHYSICAL STRUCTURE

The Vieux Carre is clearly definable as a *district* within the larger Central Area of New Orleans. Immediately contiguous to the city's retail core on its upriver side, the Quarter is bordered on its other sides by long established residential districts and the Mississippi River. The width of the boundary streets (100 to 175 feet) physically and visually delineates the limits or *edges* of the Vieux Carre Study Area from adjoining urban development. The river historically, however, has been the Quarter's "front door" to the world.

The *topography* of the Quarter is remarkably flat. Except for the levee along the river, the historic district lies only about one foot above mean Gulf level. The hundred-block area lies below the high water levels of both the Mississippi and Lake Pontchartrain, five miles to the north. Were it not protected by a complex system of levees, canals, and pumping stations, the Vieux Carre would be subject to periodic flooding.

The levee section between the river and the flood wall includes about 55 acres of the Quarter's 258-acre total area. From 14 to 18 feet above the level of Decatur Street, the levee is the result of both alluvial action and man-made improvements.

The overall physical structure of the Vieux Carre can be further described in terms of its major components—focal points, corridors of movement, landmarks, and character areas. Together they form an environment of great visual variety but one that is clearly organized within a simple grid pattern of streets.

Focal points are nodes, or concentrations of a particular group of uses, usually possessing a distinctive physical character. There are four major focal points within the Vieux Carre that play a key role in creating the Quarter's vivid sense of place.

Jackson Square is the physical and symbolic focus of the entire French Quarter. Few, if any, urban squares in the United States rival it in either architectural or historic importance. The St. Louis Cathedral, the Presbytere, the Cabildo, and the Pontalba Buildings fronting the square are all landmarks of national significance. Jackson Square not only creates a setting for a

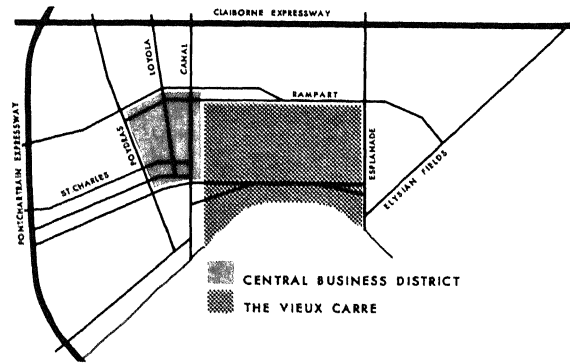


Figure 3:
District within the central business district

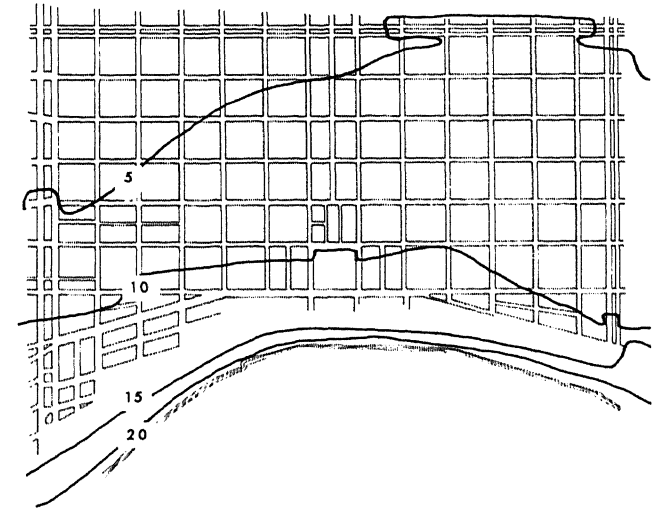


Figure 4: Topography

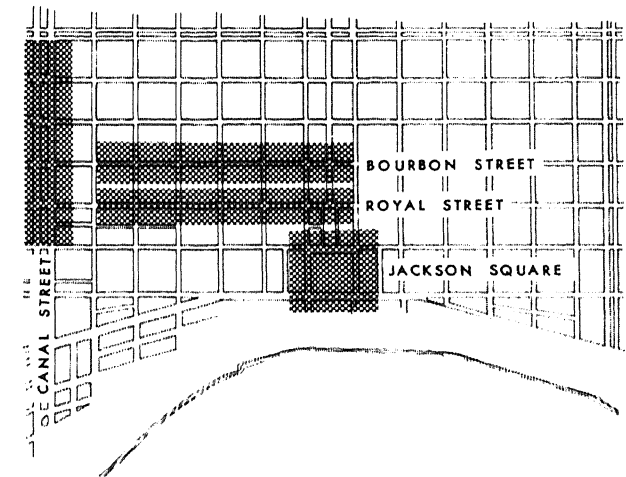


Figure 5: Focal points

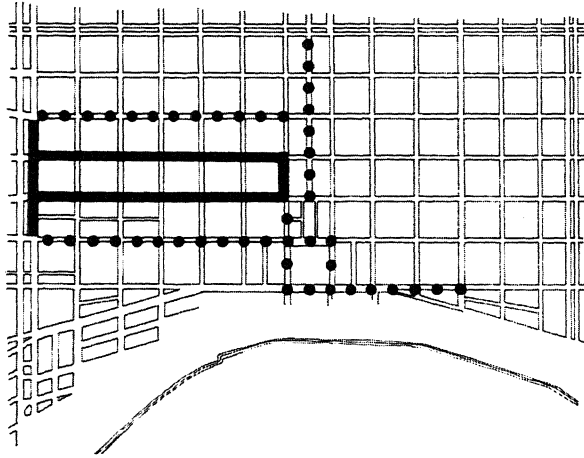


Figure 6: Pedestrian circulation

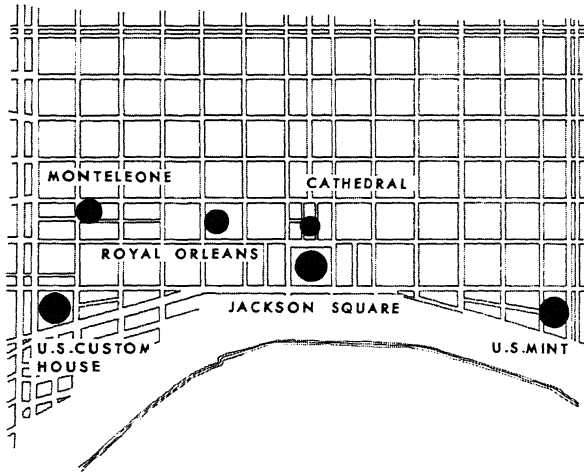


Figure 7: Landmarks



Royal Street, one of the major corridors of movement

St. Louis Cathedral, a principal landmark



group of landmark buildings, but also defines a vista that extends outward toward the water and the sky. The combination of formal, enclosed space on three sides and framed vista on the fourth gives the Square much of its uniqueness.

From Iberville to St. Ann streets, both Royal Street and Bourbon Street are focal points of wide renown. Royal Street is the Vieux Carre's "Main Street," lined with antique stores, specialty shops, and restaurants with dwellings or storage above. This is the street of the famous wrought iron galleries, the center of daytime tourist trade, the picture on the postcard that comes to mind when one says the "French Quarter."

Bourbon Street, only a block lakeside of Royal, is the focus for a completely different group of activities. Night life and neon, jazz and girlie shows have given Bourbon Street its gaudy image, attractive alike to convention goers, sailors, visiting businessmen, and the curious generally. By day it is largely empty but the nightly jam of visitors on foot and in cars begins as Al Hirt's, Pete Fountain's, the Roaring Twenties, and Your Father's Mustache open for business.

The fourth concentration of activity is Canal Street, New Orleans' main shopping street, one block from the edge of the historic district proper. From Chartres to North Rampart one finds major department stores, other stores of all types, offices, and the related businesses that make up the city's retail core. Unlike the historic area on the other side of Iberville Street, large stores selling to a mass market predominate here and the atmosphere is clearly that of twentieth-century America.

The circulation route most used by a visitor to the Vieux Carre is a loop running from Canal along Bourbon to St. Peter and back to Canal along Royal Street. Bourbon and Royal are the main *corridors of pedestrian movement* within the historic district. Decatur Street is another important internal pedestrian route, especially in the Jackson Square-French Market area, and also carries the heaviest vehicular traffic volume. Orleans, Chartres, Dauphine and St. Peter streets are other important internal corridors of movement. The boundary streets—Canal, North Rampart, and Esplanade—are major city-wide streets.

Landmarks are orientation points, singled out for reference from the array of physical features that greet the observer. The principal landmarks of the Vieux

Carre are the Monteleone and Royal Orleans hotels, the U. S. Mint and Custom House, the Ursuline Convent, and the Jackson Square complex. Historically, St. Louis Cathedral has been a principal point of orientation from within and outside the Quarter.

While the Vieux Carre Study Area is a single, well-defined district, it is composed of a series of identifiable subareas that have differing functional roles. These can be called *character areas*. Differing roles are reflected in variations in the type, scale, and architectural characteristics of the buildings to be found within each of the character areas. For analytical and planning purposes, the historic district has been divided into six separate character areas: the Royal Street-Jackson Square tourist area; the Canal Street-North Rampart Street commercial fringe; the upper Decatur Street wholesaling and industrial area; the French Market area; the mixed residential area; and the low-density residential area extending along the lower portions of Burgundy, Dauphine and Bourbon streets.

VIEWPOINTS, VISTAS AND UNUSUAL SCENES

While the relative flatness of the Vieux Carre offers little of topographic interest, it does provide the opportunity for long, uninterrupted viewpoints and vistas. A *viewpoint*, sometimes referred to as a major prospect, provides a wide or panoramic overall view of a city or particular area. Such a view can be seen from hills, bridges, tall buildings, or across large open spaces or watercourses. Examples of major prospects offering this kind of view of the Quarter are the Greater New Orleans-Mississippi River Bridge, the International Trade Mart Tower, the roof deck of the Monteleone Hotel, and the ferry station and other points on the Algiers side of the Mississippi River. The overall view of the Vieux Carre from Algiers and views afforded from such vantage points are of importance as introductory elements and sources of orientation to a traveler as he approaches the Quarter.

A *vista* may be defined as a narrow, directed view ending at some important scene or building.¹ The best example of an existing vista in the Vieux Carre is the view of the St. Louis Cathedral from any point along Orleans Street. The view in the opposite direction along Orleans Street, towards the proposed Civic Center, will become another important vista as the Cultural Center is developed. Other vistas include the view of the U. S. Custom House from Clinton Street at Bienville, the view of the Louisiana Civil Courts Building from Ex-



Vista of St. Louis Cathedral



Vista of U. S. Custom House

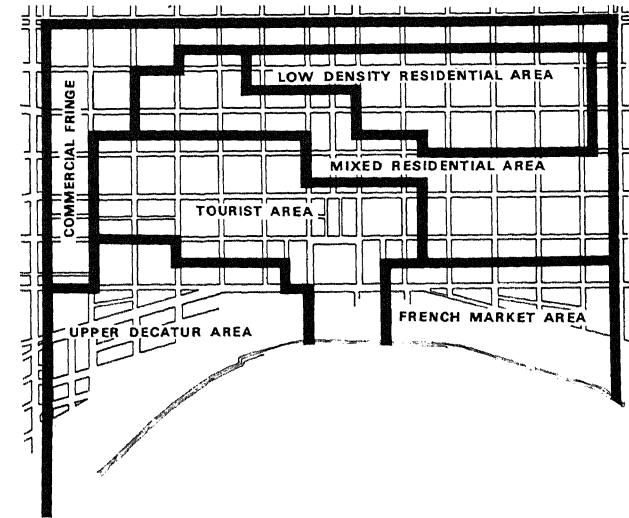


Figure 8: Character areas

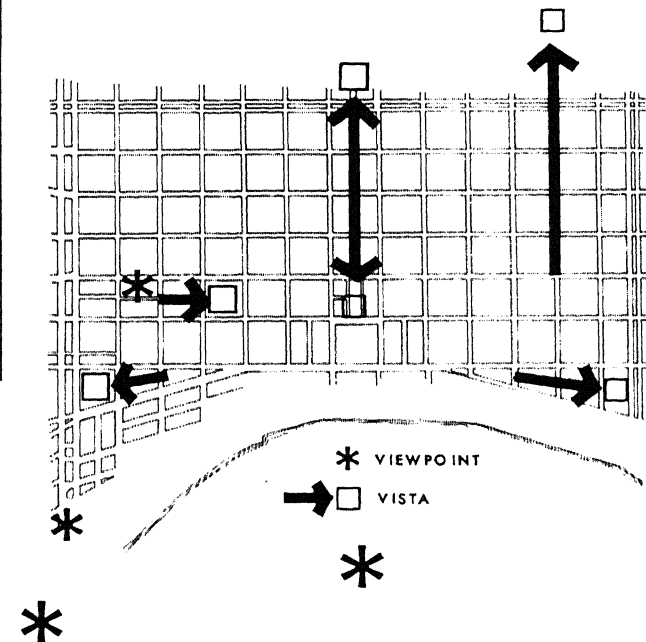


Figure 9: Viewpoints and vistas

change Alley at Bienville, and the view of St. Augustine's Church at 1210 Governor Nicholls Street, outside the Vieux Carre.

A second, more intimate type of vista, referred to as an *unusual scene* also plays a significant role in one's perception of the Quarter. These scenes are concerned with short range, sharply defined views of limited scale, which offer a sufficiently attractive or interesting view. Pirates Alley, the French Market, and the Produce Market are excellent examples of unusual scenes at a somewhat large scale. At a smaller scale the view of a courtyard as seen through a partially opened carriageway gate is a type of unexpected scene that adds to the rich and heterogeneous visual character of the Vieux Carre.

Produce Market



OPEN SPACES

The most significant open space in the Vieux Carre is Jackson Square. Christopher Tunnard has called this square "*the most important architectural plaza in the United States.*"² Jackson Square has received national recognition with its classification as a national historic monument by the National Park Service in the Historic American Building Survey. Other open spaces in the Vieux Carre include the Herb Garden at the Ursuline Convent, St. Anthony's Garden at the rear of the St. Louis Cathedral, a small formal garden at the corner of North Peters and Iberville streets and the recently reconstructed formal garden next to the Beauregard House, at the corner of Ursuline and Chartres streets.

Jackson Square has added importance because of its rich historic associations. Laid out as Place d'Armes in 1721, the Square retained its military and parade ground function until the middle of the nineteenth century.

Beauregard Square, originally called Congo Square, at the intersection of Orleans and North Rampart streets, and the St. Louis Cemetery, No. 1, at Basin and St. Louis, both just outside the Vieux Carre, deserve to be mentioned as open spaces of historic importance.

The above open spaces are the largest and most impressive ones in the Quarter, but another type of space is of equal importance to the tout ensemble: the interior courtyard. Shown in Figure 76, these courtyards take a variety of forms, sizes, and character. Many, such as the Brulatour Courtyard (520 Royal Street), Patti's Court (627 Royal), the Court of the Two Sisters (615

and the Court of the Two Lions (708 Toulouse) commercial use and open to the general public. like the small enclosed patios in the 1300 f Decatur Street and a scattering of courtyards recently reconstructed residential properties Burgundy Street and Chartres Street, are private for the exclusive use of residents. Most of however, can be seen from the street and add antly to the Vieux Carre's visual richness. The of these private courtyards is located at 724 or Nicholls Street serving the restored Preval's Built in 1834 as a public livery stable, it is now apartments.

open spaces of significance in the Vieux Carre playground at Barracks and Burgundy streets, areas at the two existing elementary schools, grounds of the U.S. Mint and the Louisiana Arts Building.

GROUPS AND FACADE COMBINATIONS
The relation of buildings has more significance to the concept of the tout ensemble than the individual buildings themselves. The Vieux Carre possesses relatively few structures of outstanding architectural quality. But architectural combinations, like the Jack-are complex and street facades such as those on Royal Street, create a series of strong visual contrasts that contribute greatly to the Quarter's vivid place.

Jackson Square has the single, most important group of buildings in the Quarter. The Cabildo, Cathedral, and City Hall form a distinctive architectural unit, flanked on either side by the Pontalba Buildings. Each is important individually, but the most lasting impression of Jackson Square is that of a harmonious architectural group. The Ursuline Convent, the Ursuline Priory, and the Beauregard House are related to form another important building group.

The facades of the domestically-scaled buildings, along the sidewalk, with ornate wrought iron galleries create street facades within the Quarter of character and coherence. Rows of similar facades along narrow streets, well related to one another, achieve their visual quality from the repetition and the pattern of their architectural details. The long facades on Royal Street between Ursuline and Governor Nicholls are examples of the most typical type of architectural combination found in the row house group. Another example is on Royal Street between Royal and Cabildo Alley. The

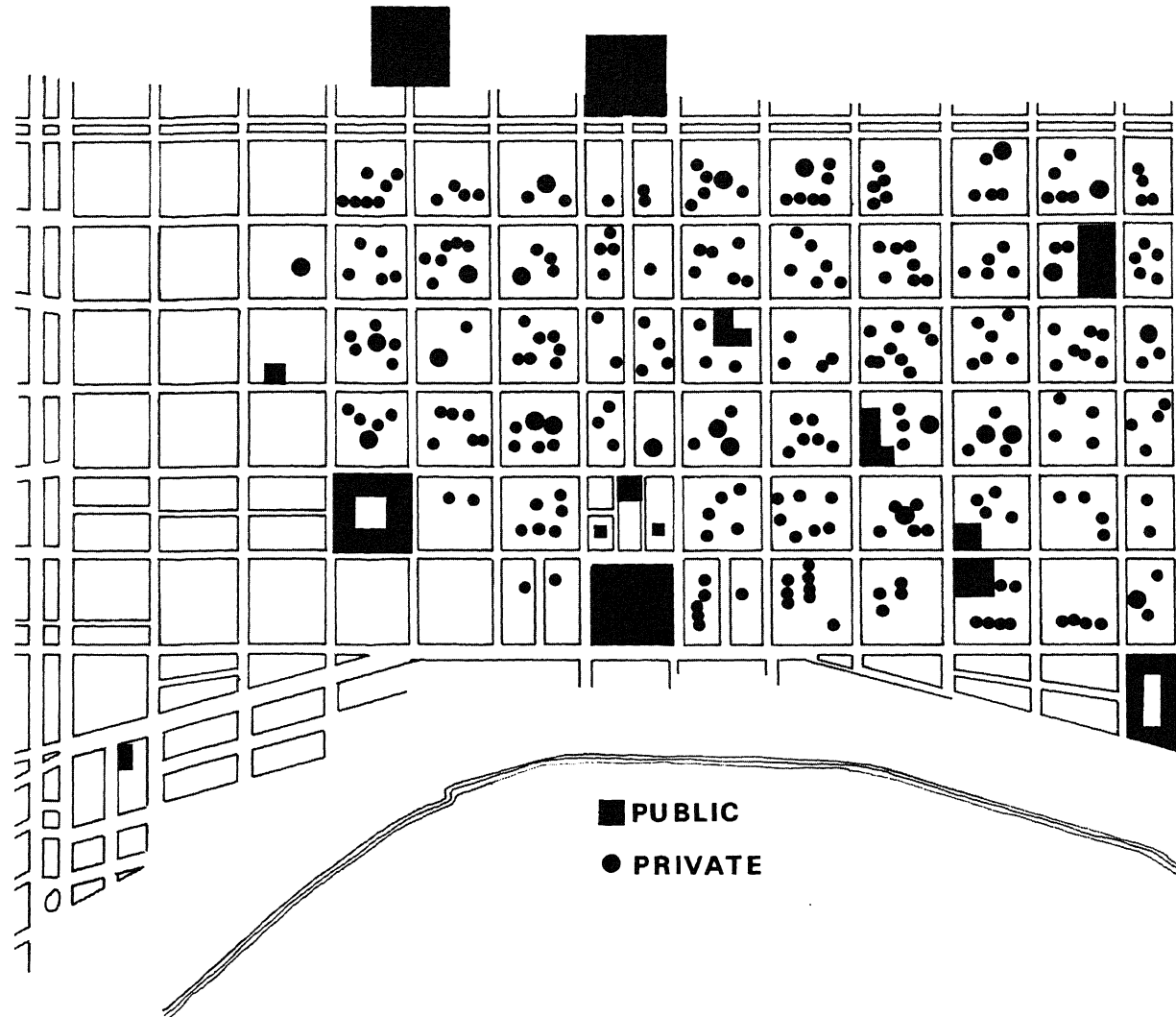


Figure 10: Developed open spaces



Beauregard Square, North Rampart at Orleans

St. Louis Cemetery



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plane of the facade here is secondary to the three-dimensional interest created by the galleries and verandas that unify the entire block frontage. Differences in building color and architectural detail provide variety without loss of continuity.

The block facade along Decatur Street between Ursuline and Governor Nicholls, built by the Ursuline nuns as a single unit, is an example of a row house development which relies on similarity and repetition of architectural features for its continuity. The heavy frames around windows and doors, emphasizing the openings, and the fenestration create a sequential rhythm between wall surface and void, tying together the entire block. Here again there is enough variety of color and entrance design to create interest and individual identity, but the block-long facade clearly is seen as a combination of buildings, each gaining from its relationship to its neighbor.

The final type of combination found in the Vieux Carre is that of a series of similar, detached buildings and open spaces. The row of unpretentious shotgun houses on Barracks Street between Royal and Chartres streets becomes much more important because of the relationship of the houses to each other. The silhouette of the facade is absent in this case, so the combination of buildings depends entirely on a similarity of building type and arrangement for its visual effect. Whereas the row house type combination forms a street corridor, the isolated shotguns and alleyways create a sequence of solids and voids.

It is clear that public decisions concerning the design of an individual building in the historic district can be made only in the context of its architectural settings and its effect on the whole street facade. In several European cities such decisions are arrived at by the use of a scale model of an entire section of the city. Individual buildings are detachable. Such a technique would be highly useful to the Vieux Carre Commission in its administration of architectural controls.

BUILDINGS OF ARCHITECTURAL-HISTORIC SIGNIFICANCE

All buildings within the Vieux Carre Study Area were evaluated to determine their architectural and historic significance. This evaluation was completed as part of Tulane University School of Architecture's Vieux Carre Survey. The survey was undertaken by two qualified observers and reviewed by a special committee as well as by the planning consultants for this study.

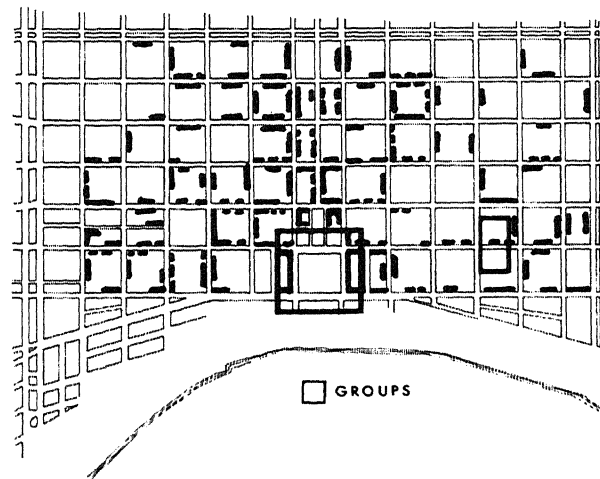


Figure 11: Building groups and combinations

Ursuline Row, 1101 Decatur



Row of shotgun houses on Barracks Street



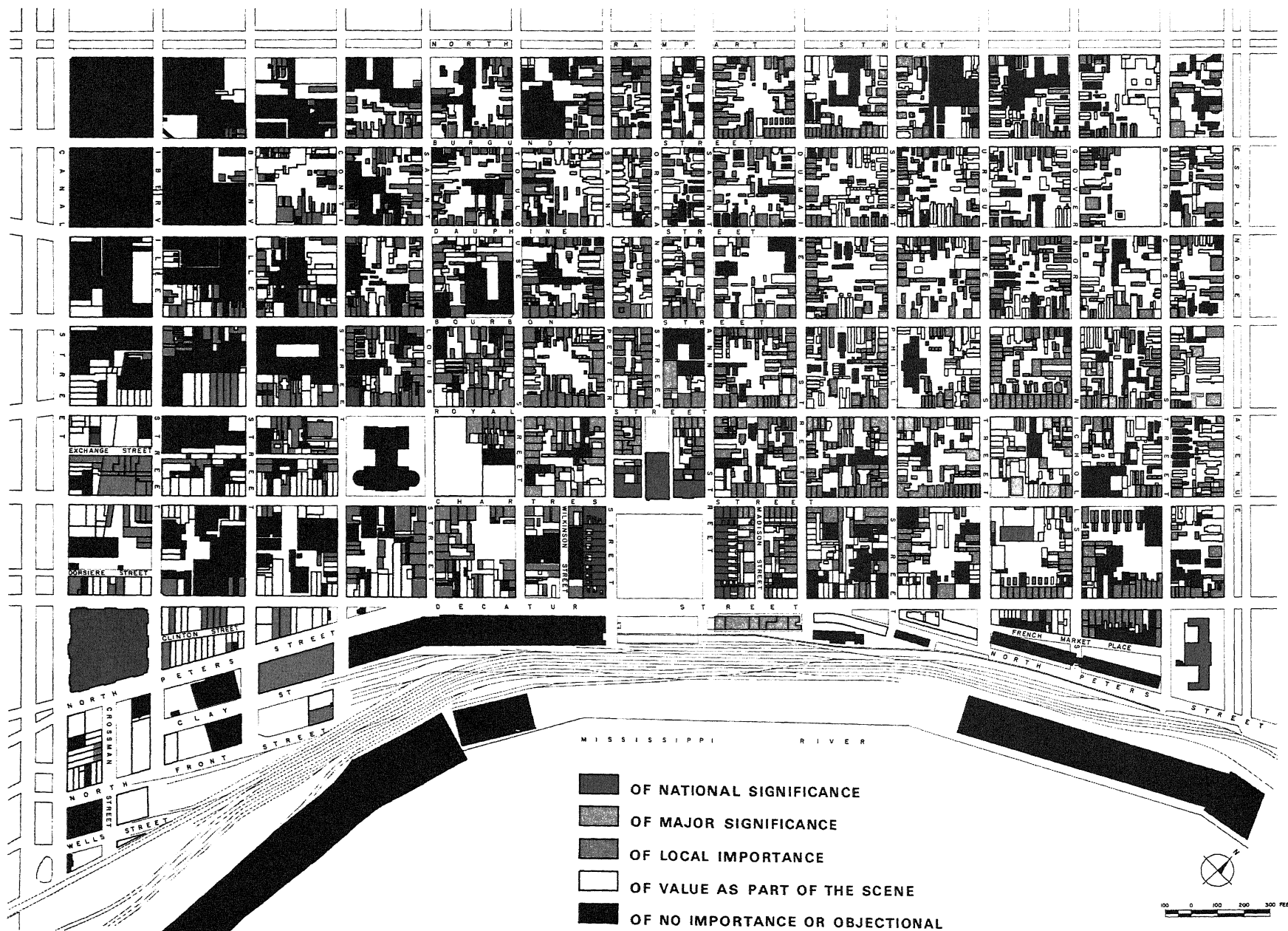


Figure 12: Architectural-Historic significance

Buildings were rated either: 1) of national architectural or historical significance, 2) of major significance, 3) of local importance, 4) of value as part of the scene, or 5) of no importance or objectionable.

These architectural historic ratings were defined as follows:

Of National Significance—These buildings are considered to be of national importance as being meritorious works of architects of national reputation; buildings or groups of buildings selected for inclusion in the National Park Service's Register of National Historic Landmarks; or unique examples illustrating architectural development in important periods of American history. Buildings in this classification, besides being of exceptional architectural value, are also generally associated with important national historical events.

Of Major Significance—These buildings are considered to be outstanding examples of the work of important architects or builders, unique or exceptionally fine examples of a particular style or period, or important examples of construction techniques substantially preserving the original fabric. Many of these buildings may also be associated with important historical personages or events.

Of Local Importance—These represent important examples of architectural styles that make the greatest contribution to the overall character of the historic district. In many cases they illustrate progressive development of style and changes in taste, as in the addition of cast iron galleries to older structures in the mid and late nineteenth century. Some of these buildings may derive increased significance because of historical association with persons or events.

Of Value as Part of the Scene—These are the many buildings dating mostly from the latter years of the nineteenth century that, while not in themselves examples of distinguished architecture, nevertheless because of their scale, materials, increasing age, and other features are important elements in the environmental character of the historic district.

Of No Importance or Objectionable—These include buildings that are incompatible or unharmonious with their surrounding environments. Also included are additions that are incompatible with the character

of the basic structure such as courtyard enclosures, sheds, and filling stations.

Only 21.5 percent of the structures located within the Vieux Carre were found to lack any architectural or historic importance. A total of 2,211 buildings or 72 percent were evaluated either as *of local importance* or *of value as part of the scene*. But less than 7 percent of the buildings were rated of *national or major significance*.

It can be seen that the Vieux Carre is not a storehouse for a large number of individually significant buildings. As Lemann has put it, "*Much of the charm of the Vieux Carre depends on a homely vernacular, buildings of, by, and for people . . . buildings are not to be stressed or assessed as individual achievements, yet each building is a small but infinitely valuable increment to a total experience.*"³

TABLE 1. ARCHITECTURAL-HISTORIC EVALUATION

BUILDING RATING	NUMBER OF BUILDINGS	PERCENT
Of National Significance	14*	.4
Of Major Significance	186	6.0
Of Local Importance	1,420	46.3
Of Value As Part of the Scene	791	25.8
Of No Importance or Objectionable	659	21.5
TOTAL	3,070	100.0

* Includes auxiliary structures

Source: Tulane University Vieux Carre Survey and Marcou, O'Leary and Associates, 1965.

Policy Implications: The preservation and maintenance of buildings having architectural and historic significance is, of course, critical. Buildings in the two highest classifications should be preserved without alterations except for such restorations as may be indicated after careful research. Preservation and restoration of interiors for these structures should also be a matter of public concern. Frequently important architectural elements of buildings have disappeared through careless or bad alteration or through neglect.

Because buildings rated *of value as part of the scene* are principal elements giving the Vieux Carre much of its environmental quality, they should be retained in their present form or restored to the original wherever possible. If removed, action should be based on careful consideration of the proposed replacement and the effect of the replacement on the overall scene.

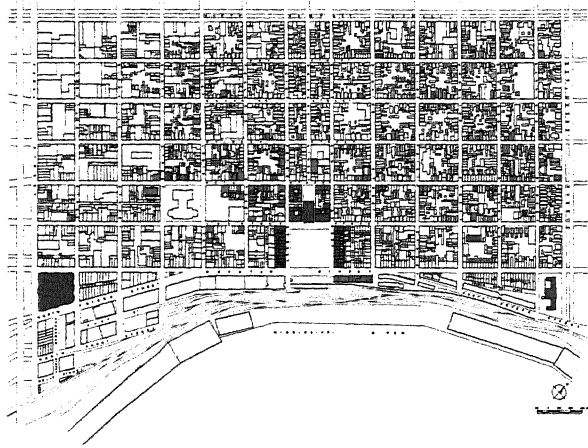
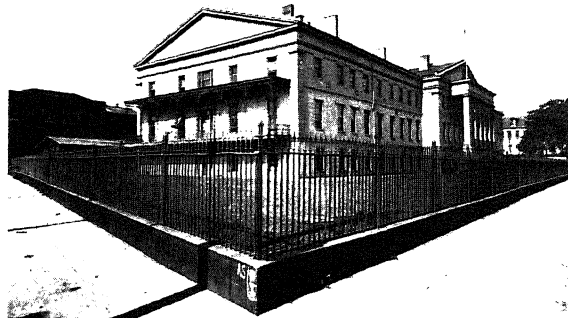


Figure 13:
Buildings rated of national or major significance

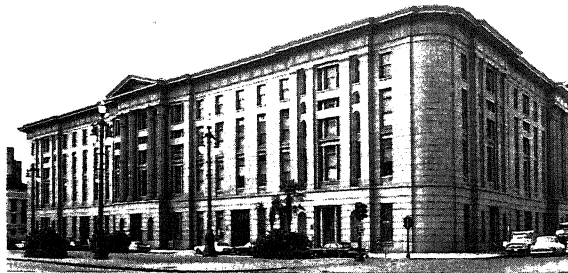


Cabildo, St. Louis Cathedral and Presbytere



U. S. Mint

U. S. Custom House



And, it should be noted, buildings in this group will become increasingly important with the passage of time. Many may be placed in a higher classification at some future date.

Locational Pattern: The great majority of buildings rated either of *national* or *major significance* are located along a two-block-wide corridor on either side of Royal Street running the entire length of the Vieux Carre.

The single most important concentration of buildings is around Jackson Square. All of the buildings fronting the Square have been given the highest rating, of *national significance*. The St. Louis Cathedral and the Cabildo were both originally built under Spanish rule. The Presbytere was completed in 1813 and the Pontalba Buildings were completed in 1848. The Mint and Custom House (at opposite ends of Decatur Street), the Ursuline Convent, Madame John's Legacy and the Louisiana State Bank are other buildings rated of *national significance*.

In most of the Quarter, architectural and historic value stems from the large number of modest structures that create a total setting possessing a distinctive environmental quality.

PAST AND PRESENT ASSOCIATIVE SITES

The above physical components of the Vieux Carre Study Area's tout ensemble contribute mainly to the visual quality of the environment. Another set of physical components that evoke mental associations when encountered by the observer were identified. These associations, or images, relate both to the past and the present.

Past Associations: Historic sites (including existing buildings) within the Vieux Carre Study Area that are identified with a historic event, person, or group were inventoried as part of the Demonstration Study. These specific sites include the location of a single important event (e.g., the site on Chartres Street where the great fire of 1788 started); the locus of a recurrent event or activity (e.g., the site of the now demolished French Opera House); a site associated with a major personality (e.g., the General Beauregard House); and a site associated with a major group (the Orleans Ballroom, considered by some historians as the site of the Quadroon Balls).⁴

Some sites are associated with both past and current



Convent

State Bank, now Manheim's Antiques



Madame John's Legacy, 632 Dumaine



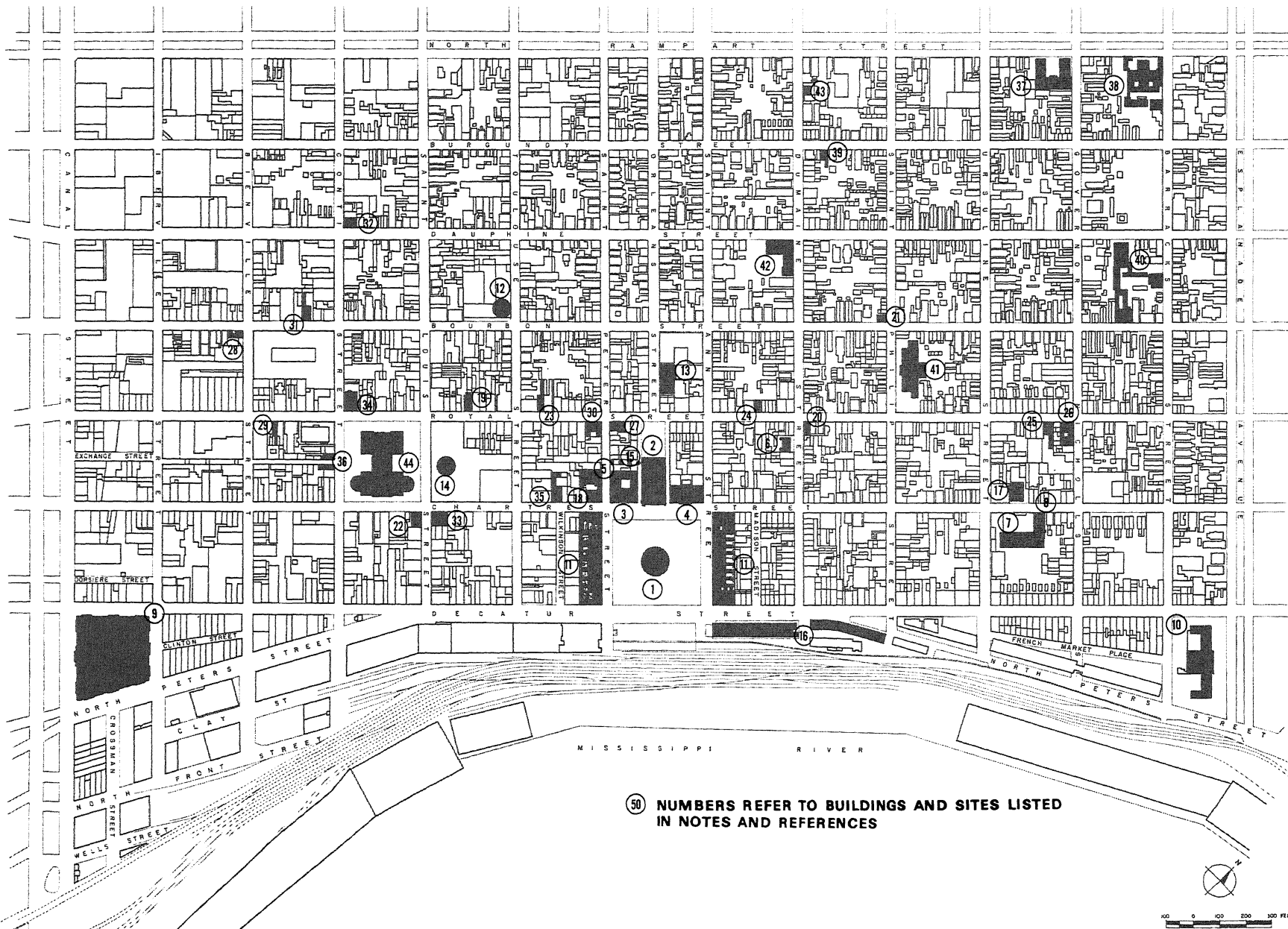


Figure 14: Associative sites of major significance

activities and events. In most cases the historic associations, particularly within a historic district such as the Vieux Carre, are of primary importance. However, the route of the Mardi Gras parade along Royal and Orleans streets probably has as much contemporary significance as it has relevance to the past.

Present Associations: As Jacobs and Jones define them, sites having present associations are *the reminders that connect us to the world of today and our own total environment.*⁵ Chief among present associative sites are those concerned with social activities, identified either with a recurring event or activity, or with a major group. Pirates' Alley with its annual outdoor art show is an example of a recurring event, while churches in the Quarter are buildings associated with particular groups.

Functional Components

LAND USE

The Vieux Carre contains a wide diversity of activities. Though residential uses predominate, a multiplicity of land uses exists within the 258.5-acre study area. (see map)⁶ Residential uses are concentrated in the northern section of the Quarter, roughly bounded by St. Peter, North Rampart, Esplanade and Chartres streets. There are additional scatterings of residential uses along upper Decatur Street and in some squares along Bourbon and Royal streets. These residential uses are almost exclusively confined to upper floors, frequently combined with retail functions on the ground floor. The pattern of vertically mixed uses has been historically an important characteristic of the functional organization of the Vieux Carre. Residential land uses occupy 75.7 acres and mixed residential-commercial another 15.1 acres of the study area.

Commercial land uses occupy 19.9 acres, or 7.7 percent of the total study area. The tier of blocks fronting Canal Street contains 8.9 acres of this amount. Commercial uses are found in five significantly different sections within the study area. (Sketch map.) Intensive retail and office activities occur along Canal Street (Area A), the city's major shopping street, while automobile sales and services and other automotive-oriented uses are located along North Rampart Street (Area B). Tourist-oriented uses—shops, bars and restaurants—are centered along Chartres, Royal, and Bourbon streets, from Iberville to Orleans Street, and in the Jackson Square area (Area C). Secondary commercial functions, especially produce and dry goods,

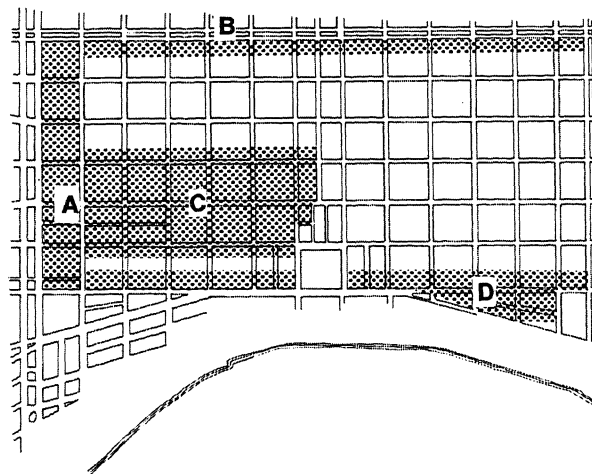


Figure 15: Retail sub-areas

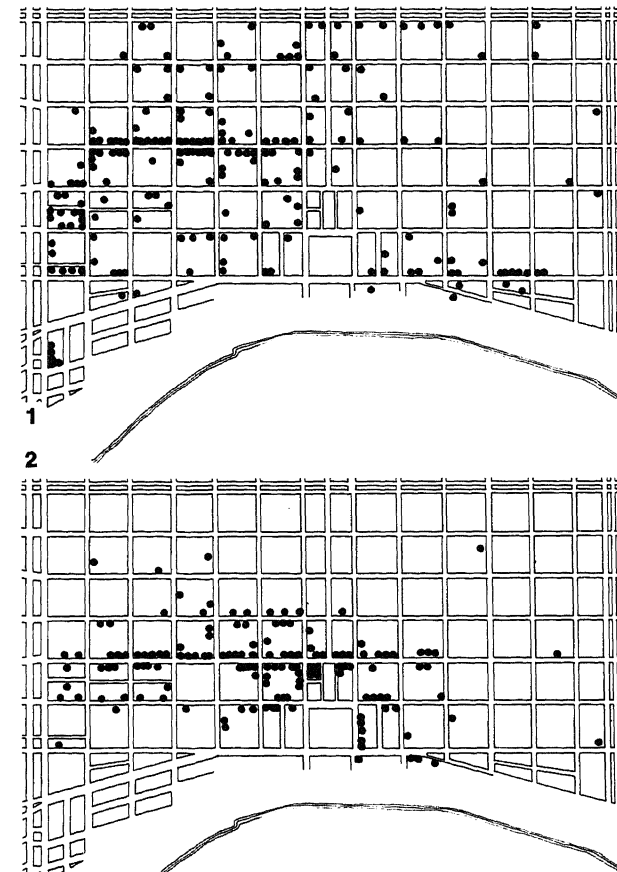


Figure 16: Restaurants and bars (1), antique and gift shops (2)

are located along the entire length of Decatur Street (Area D), with the largest concentration occurring in the French Market area at Dumaine and Decatur streets. Neighborhood shopping and services are scattered throughout the residential portions of the Quarter.

Industrial uses (8.5 acres); storage, warehousing and wholesaling activities (12.1 acres); and other mixed uses (9.8 acres), all told, occupy about 12 percent of the study area. For the most part, these uses are located in an area bounded by Canal, Chartres, Esplanade, and the Mississippi River. Isolated industrial and warehousing activities also occur along North Rampart, Burgundy, and Dauphine streets.

Public and quasi-public uses, including churches and schools, are dispersed throughout the tourist-commercial area and the residential area, with a major concentration around Jackson Square.

Parking, which accounts for 11.9 acres, or only 4.6 percent of the Quarter, is almost exclusively restricted to an area bounded by Iberville, Burgundy, St. Louis, and Decatur streets and is interspersed with commercial and wholesaling-warehousing functions.

Dock facilities and railroads, 33.7 acres, occupy the riverfront, and when combined with the 34.5 acres used for streets, account for 26.5 percent of the total area of the study area.

The distribution of major land uses, as inventoried through a field survey in 1965, is shown in the map, *Predominant Land Use*, and summarized in the accompanying table.

In the analysis of existing land use in the Vieux Carre Study Area, predominant use and ground floor uses were inventoried separately. Table 3 shows the amount of ground floor area in various land uses within the Vieux Carre Study Area.

A comparison of Tables 2 and 3 reveals sharp differences in the pattern of commercial use—19.9 acres as a predominant use, but 42.8 acres as a ground floor use. This difference can be accounted for mainly in the concentration of commercial uses on the ground floor of mixed use structures.

TABLE 2. PREDOMINANT LAND USE, VIEUX CARRE STUDY AREA, 1965

LAND USE	CANAL STREET TIER		REST OF QUARTER		ALL VIEUX CARRE	
	ACRES	PERCENT	ACRES	PERCENT	ACRES	PERCENT
Residential	—	—	75.7	32.2	75.7	29.4
Commercial	6.6	28.9	13.3	5.7	19.9	7.7
Mixed Residential-Commercial	1.5	6.5	13.6	5.8	15.1	5.8
Other Mixed Uses	.8	3.6	9.0	3.8	9.8	3.8
Industrial	.4	1.8	8.1	3.4	8.5	3.3
Storage, Warehousing and Wholesaling	.4	1.8	11.7	4.9	12.1	4.6
Dock Facilities and Railroads	4.1	17.9	29.6	12.6	33.7	13.1
Public and Quasi-Public	2.2	9.8	19.3	8.2	21.5	8.3
Parking	2.0	8.8	9.9	4.2	11.9	4.6
Vacant	.7	3.0	15.1	6.4	15.8	6.0
Streets	4.1	17.9	30.4	12.8	34.5	13.4
TOTAL	22.8	100.0	235.7	100.0	258.5	100.0

Source: Marcou, O'Leary and Associates.

TABLE 3. GROUND FLOOR LAND USE, VIEUX CARRE STUDY AREA, 1965

LAND USE	CANAL STREET TIER		REST OF QUARTER HISTORICAL DISTRICT PROPER		ALL STUDY AREA	
	ACRES	PERCENT	ACRES	PERCENT	ACRES	PERCENT
Residential	—	—	75.7	32.2	75.7	29.4
Commercial	8.9	39.1	33.9	14.4	42.8	16.6
Industrial	.4	1.8	10.1	4.3	10.5	4.0
Storage, Warehousing and Wholesaling	.4	1.8	11.7	4.9	12.1	4.6
Dock Facilities and Railroads	4.1	17.9	29.6	12.6	33.7	13.1
Public and Quasi-Public	2.2	9.7	19.3	8.2	21.5	8.3
Parking	2.0	8.8	9.9	4.2	11.9	4.6
Vacant	.7	3.0	15.1	6.4	15.8	6.0
Streets	4.1	17.9	30.4	12.8	34.5	13.4
TOTAL	22.8	100.0	235.7	100.0	258.5	100.0

Source: Marcou, O'Leary and Associates.

SPACE USE

The use of floor space within the buildings of the study area for other than residential purposes was analyzed separately. Wholesaling and warehousing uses constitute the single largest type of space use, accounting for 24 percent of all nonresidential floor space, or about 1.9 million square feet. Retail uses occupy 22.6 percent and office functions, 13.7 percent. The only other activity to use over 10 percent of the nonresidential floor space is the hotel-motel category, which occupies 12.8 percent. Nonresidential space use is summarized in Appendix B.

In all there are 7,922,500 square feet of nonresidential floor space in the Vieux Carre Study Area. About 6 percent, or 463,000 square feet, is vacant. The Canal Street tier of blocks accounts for 2,007,200 square feet of the overall nonresidential floor space total, or 25.3 percent.

Section 2. Parameters of Change

The parameters of change discussed here include: 1) physical change (structural deterioration, new construction, rehabilitation, land use trends), 2) social change, 3) economic trends, and 4) trends in traffic and parking conditions within the Quarter. These constitute the principal dynamic forces to be dealt with in the preservation planning process.

Physical Change

STRUCTURAL DETERIORATION

An exterior building condition survey of all structures in the Vieux Carre Study Area was conducted in March, 1965. Buildings were rated either: 1) sound, 2) minor repairs required, 3) major repairs required, or 4) dilapidated (or structurally substandard).

Each component of a building was examined in determining the condition rating. Types of defects examined in the building inspection included such factors as weather tightness, extent of disrepair, hazards to safety, and inadequate or makeshift construction.

Components Surveyed: Three groups of building components were surveyed:

Primary Structural—the basic elements of any building: foundation and exterior walls; roof and roof

structure.

Secondary Structural—necessary components generally added to the primary structural components: porches and steps, windows and window units, doors and door units, downspouts and gutters, and chimneys.

Other—these include items of maintenance, such as exterior paint, that are important safeguards against the deterioration of structural components.

Types of Defects: The criteria for evaluating defects included the relative importance of the building component affected, the degree of severity of defects or failures found in each of the components, and the significance of defect on the remainder of the building.

Defects were classified according to degree of severity as follows:

Slight Defects are those which are normally corrected through regular maintenance.

Minor Defects are defects that are relatively easy to correct, have little or no effect on the remainder of the building, but are beyond normal maintenance.

Major Defects require substantial work and expense to correct and have a significant effect on the building. Correction of such defects may require complete replacement of a secondary structural component, or partial replacement of a primary component.

Critical Defects are limited to primary structural components. A critical defect involves failure or extreme deterioration or inadequacy of the component to such a degree that it adversely affects all or a large part of a building.

Building Condition Ratings: From the field survey each building was given a condition rating determined by type and number of defects found in the various components examined. In the evaluation three major defects were considered equivalent to one critical defect. The building condition ratings were defined as follows:

Condition Ratings Defined

Condition Rating	Type and Number of Defects
Sound	Less than three minor defects

Minor Repairs Required	Three or more minor defects, but less than two major defects
Major Repairs Required	Two or more major defects, but less than two critical defects
Dilapidated (or Structurally Substandard)	Two or more critical defects

TABLE 4. BUILDING CONDITIONS, VIEUX CARRE STUDY AREA, 1965

CONDITION	NO. OF BUILDINGS	PERCENT
Standard	2,410	78.5
Sound	902	29.4
Minor Repairs Required	1,508	49.1
Substandard	660	21.5
Major Repairs Required	573	18.7
Dilapidated (or Structurally Substandard)	87	2.8
TOTAL	3,070	100.

Source: Marcou, O'Leary and Associates, Field Survey, March, 1965.

Summary of Existing Conditions: There is a total of 3,070 buildings within the Vieux Carre Study Area. Of the total, 78 percent were found to be in standard condition, that is, sound or requiring only minor repairs. However, nearly 22 percent, or 660 structures, were classified as substandard (requiring major repairs or dilapidated). From the field survey, 87 buildings were identified as being so extensively deteriorated or structurally deficient as to be classified as dilapidated. This group included two buildings damaged by storms and 43 of inadequate original construction.

Defects by Components: The following table indicates the severity of defects in existing structures by type of building component.⁷

TABLE 5. BUILDING DEFECTS BY COMPONENTS, VIEUX CARRE STUDY AREA, 1965

TYPE OF COMPONENT	TYPE OF DEFECT									
	NONE OR SLIGHT		MINOR		MAJOR		CRITICAL		NOT OBSERVED	
	NO. OF BLDGS.	PERCENT OF BLDGS. OBSERVED	NO. OF BLDGS.	PERCENT OF BLDGS. OBSERVED	NO. OF BLDGS.	PERCENT OF BLDGS. OBSERVED	NO. OF BLDGS.	PERCENT OF BLDGS. OBSERVED	NO. OF BLDGS.	PERCENT OF TOTAL BLDGS.
Primary Structural										
Walls	834	28.7	1,131	38.9	827	28.5	112	3.9	166	5.4
Foundations	844	34.2	1,247	50.6	346	14.0	28	1.1	605	19.7
Roofs	765	44.1	669	38.6	285	16.3	17	1.0	1,334	43.4
Secondary Structural										
Windows	1,273	43.7	1,048	36.0	586	20.3	—	—	163	5.3
Doors	1,485	51.5	1,010	35.0	391	13.5	—	—	184	5.9
Verandas	522	41.0	405	31.9	345	27.1	—	—	1,798	58.6
Stairs	1,521	51.5	1,066	36.2	362	12.3	—	—	121	3.9
Gutters	1,419	50.0	1,014	35.6	409	14.4	—	—	228	7.4
Other										
Paint	1,433	49.2	1,472	50.8	—	—	—	—	165	5.3

Source: Marcou, O'Leary and Associates.

It can be seen from the preceding table that 374 or about 15 percent of the buildings surveyed in the Quarter suffer from major or critical damage to their foundations. The condition is attributable, in part, to the lack of sound footings. It is probable that some of the buildings not observed in the field survey may also have serious foundation defects. Another index of the problem of settling is the large number of structures with major and critical defects in exterior walls. Over 32 percent (939 buildings) of those surveyed evidenced such defects.

The chief conclusion that can be drawn from analysis of defects to secondary structural components is the pressing need for improved building maintenance standards within the historic district. In a number of cases owners are attempting to circumvent historic district controls blatantly through what is aptly termed "demolition by neglect." The existence of widespread building defects in the Quarter presents a cause for serious concern.

Pattern of Deterioration: The three accompanying maps illustrate the pattern of structural deterioration now existing in the Vieux Carre. The map entitled *Sound or Requiring Only Minor Repairs* locates the 2,410 buildings in standard condition. Buildings in this category are distributed over the entire Vieux Carre with distinct concentrations occurring in the Royal and Canal Street commercial areas and in the newly rehabilitated residential areas downriver of St. Ann Street.

Groupings of buildings *requiring major repairs* occur in the wholesaling-warehousing areas along Decatur Street and in the mixed use residential areas along Burgundy Street. These areas are now in the process of change, both in character and condition, as private rehabilitation efforts gradually increase in these sections of the Vieux Carre.

There is no clear pattern in the distribution of dilapidated (or structurally substandard) buildings with the exception of a two-block frontage along lower (downtown end) Decatur Street. A number of these buildings, including four units of the Ursuline Row, are now in the process of being privately rehabilitated, and with the exception of a small number of residences along Burgundy Street, most of the structures in this category are of little architectural or historic importance and are functionally obsolescent.

On the whole, the strong market pressures operating in the Vieux Carre are effectively stimulating private

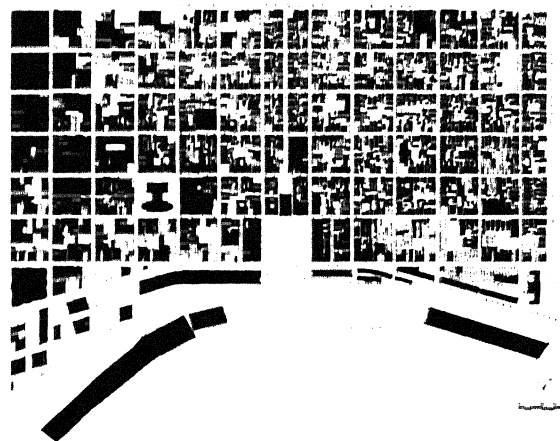


Figure 19:
Buildings either sound or requiring minor repairs

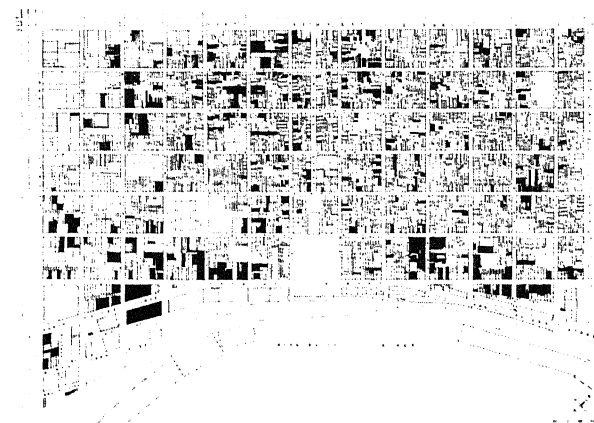


Figure 20: Buildings requiring major repairs

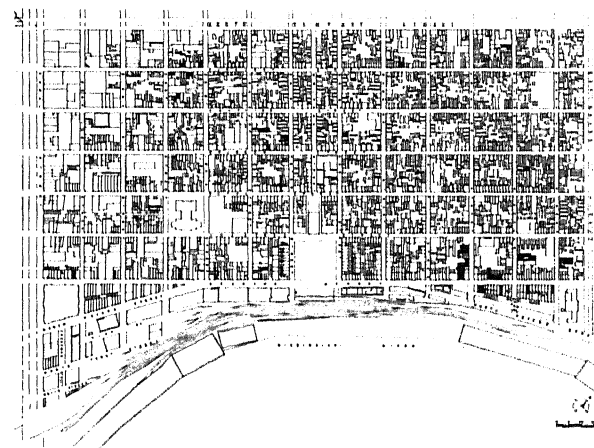


Figure 21: Buildings rated dilapidated



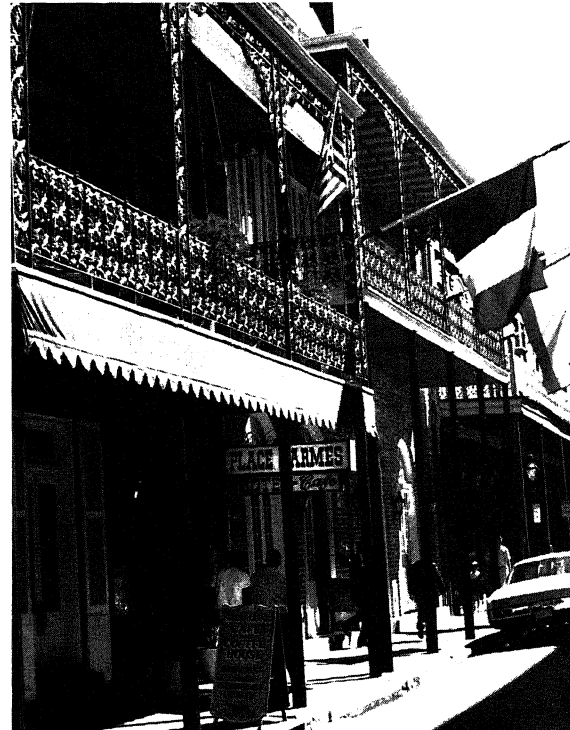
Royal Orleans Hotel, St. Louis Street



Downtowner Motor Inn, Bourbon Street



Bourbon Orleans, new construction (left) and Orleans Ballroom, a restoration



Place de Armes, an example of new construction and restoration

rehabilitation efforts. In those portions of the Quarter where private rehabilitation is active the general condition of structures is being progressively improved. However, efforts to date have been concentrated in areas where brick construction predominates, leaving several pockets of deteriorating structures. The quality of private rehabilitation, in many cases, should be also a matter of continuing concern.

NEW CONSTRUCTION AND REHABILITATION

Trends in the pattern of new construction within the Vieux Carre illustrate the serious growth problem confronting the historic district. In brief, the largest type of new construction, both in size and number has been in hotel-motel development, reflecting accelerated commercial, convention, and tourist growth. Recent additions include the Royal Orleans, Downtowner, Bourbon-Orleans, Provincial, and Vieux Carre Motor Lodge. Other hotel-motel facilities are planned or under construction. Commercial construction, though scarce in the last 20 years, is increasing within the Quarter. At the same time, new large-scale parking facilities have been constructed as part of the Central Area's overall business expansion. Four large parking structures have been built in the past ten years. Commercial pressures have been concentrated within the Quarter's Royal Street-Bourbon Street tourist area, but future activity can also be expected in the Riverfront Area adjoining the International Trade Mart.

New construction is already creating serious disruptions to the historic district. Though a number of new structures have been built on vacant lots, others have replaced older buildings of architectural-historic importance. The vacant lots are being quickly used up, an indication that development pressure on existing structures will increase sharply in the near future. Commercial building to accommodate the Vieux Carre's growing tourist attraction thus threatens to erode the very authenticity of the Quarter that constitutes its essential tourist appeal.

Rehabilitation and restoration work in the past 20 years within the Vieux Carre has centered on residential properties. Important residential rehabilitation projects have included Le Richelieu Square and a row house group in the 1100 block of Royal Street. Developers have concentrated their efforts mainly on the rehabilitation of brick structures. But the stockpile of rehabilitable brick buildings is rapidly being diminished and will be largely depleted by 1970. Therefore, existing and projected market demands for in-town housing

represent another kind of growth pressure that must be channelled to prevent the erosion of the tout ensemble.

RECENT DEVELOPMENT CONTIGUOUS TO THE VIEUX CARRE

Two major developments in areas contiguous to the Vieux Carre are significant factors for future change within the Vieux Carre. The more important of the two is the International Trade Mart area at the foot of Canal Street. Although the facility has not been fully completed, its effect and influence is already being demonstrated in various proposals for "air rights" development projects for the area upriver of Canal Street. The potential impact of this facility is also shown by recent proposals for redevelopment of the 300 and 500 blocks of Canal Street, and will undoubtedly extend in the future to the area between North Peters and the river within the Vieux Carre.

The second development is the proposed cultural center at Beauregard Square (the intersection of Rampart and Orleans streets). The proposal will provide for the construction of 13 new buildings. The existing Municipal Auditorium will be retained and seven parking structures with space for nearly 2,000 cars will be built.

The cultural center will critically influence the five-block area within the historic district fronting on Rampart Street, between Toulouse and St. Philip streets. In addition, the type of treatment for Orleans Street will be influenced greatly by what happens at the lake-side end of its historically important axis.

Three additional areas require notice as areas of change the lakeside of North Rampart Street and the down-river side of Esplanade Avenue. A recent study completed as part of the city's Community Renewal Program⁸ has placed the "Esplanade Ridge," defined as *all properties fronting upon Esplanade Avenue throughout its entire length.* in the highest category of historic areas worthy of preservation in the city. Also in this category (which includes the Vieux Carre and the Garden District) is Bayou St. John, the area fronting along North Rampart Street from St. Ann to Esplanade.

Faubourg Marigny, which extends from Esplanade to Elysian Fields Avenue, between North Rampart and the river (excluding those properties which front on Esplanade and Elysian Fields avenues), and Faubourg Tremé, bounded by North Rampart, St. Ann, Claiborne and Esplanade (excluding those buildings fronting on

International Trade Mart, Canal Street at the river

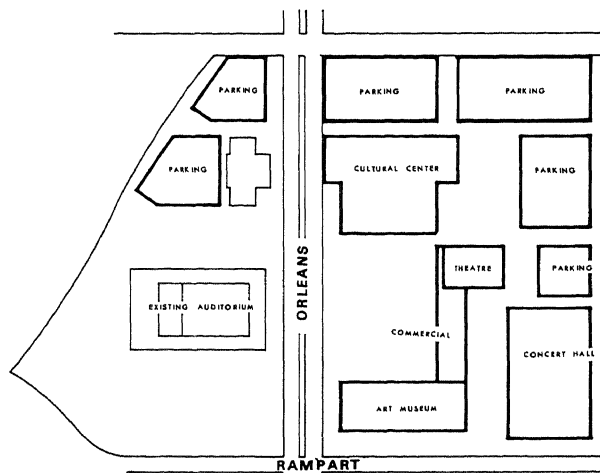


Figure 22: Proposed cultural center plan

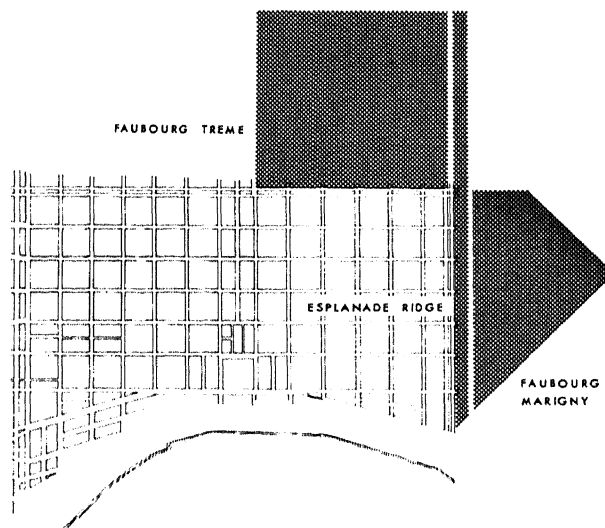


Figure 23:
Other areas of architectural-historic significance

Esplanade) have been placed in the second highest category, and are considered as being *only slightly less important* than the Esplanade Ridge.

Rehabilitation and some new construction activity has begun in the areas lakeside of North Rampart Street and downriver of Esplanade. Many of the fine homes are currently being restored and incompatible uses being removed. As this trend continues, these areas will become valuable adjuncts of the Vieux Carre by helping to relieve some of the existing pressures for medium priced housing and by upgrading two of the boundaries of the Quarter. As recommended by Lemann in his report¹⁰ these areas should be protected by the city as areas of architectural-historic importance.

LAND USE TRENDS

The overall land use pattern in the Quarter has been changed by a number of developments since the end of World War II. New hotels and parking structures have changed land use in the tourist area. The increase in apartment density and decreased dwelling size has altered the land use characteristics of both residential areas.

The Royal Orleans utilized a long vacant site for its construction. The Bourbon Orleans replaced a school; the Downtowner, a parking lot; Solari's Garage, a commercial structure; and the proposed hotel in the 300 block of Bourbon, a vacant lot, which in turn replaced, in part, a brewery. The Whitney Branch Bank and the rear section of the Monteleone Parking Garage replaced several outmoded structures. A good number of the rehabilitation-restoration projects in the tourist areas have resulted in changes in commercial uses.

The increasing intensity of uses within the Quarter is illustrated by a survey made during November of 1965. Five major commercial streets were selected for study. Existing commercial uses on the ground floor were cross checked for changes during the ten-year period 1956-1965. All commercial uses that were listed in the 1956 Polk Directory were itemized for a seven-block strip on Rampart, Bourbon, Royal, Chartres, and Decatur streets, from Canal to Orleans Street. The area covered by this survey includes the most important commercial concentrations within the Vieux Carre. After each commercial use existing in 1956 was listed, it was compared to existing land use data and subsequently field checked where necessary.

A total of 463 commercial establishments were located in 1965 on the ground floor along the five streets

studied. Analysis indicates that 153 use changes occurred during the ten-year period, both changes from commercial use and changes within the commercial category.

Rampart Street has shown the greatest amount of recent change due mainly to the expansion of automotive sales and service facilities. Almost all of the changes on Bourbon Street have resulted from the frequent turnover of bars and cabarets. On Royal Street, as tourist trade increased in the late 1950's and property values started climbing, many tourist-oriented businesses (gift shops, tea rooms, etc.) began replacing the small, low-rent paying shops which had previously occupied much of the area. Quality businesses like Brennan's, the Andrew Jackson Restaurant, the Four Seasons Pastry Shop, and several antique stores opened on Royal Street during the period. Chartres Street also has seen considerable recent change. Many long-time Royal Street shops, as well as a number of new higher quality stores, are currently relocating to Chartres Street. Up to now Decatur Street has had the least change. With the construction of the International Trade Mart, rehabilitation activity has now begun in this portion of the Quarter as well.

Social Change

The Vieux Carre has had the reputation for many years of being a special kind of area with a highly heterogeneous population. The Quarter's distinctive architecture, its proximity to the city's business district, its varied employment opportunities, and its relatively inexpensive housing have historically helped to make it the home of a diverse and interesting population. The recent rise in tourism in the Quarter, related increases in tourist-oriented business activity, and growing demands for Vieux Carre housing by higher income groups have increased property values greatly.

The present population of the Vieux Carre is a combination of old and new residents. The character of this population, however, is changing. The trend is to affluent, young, unmarried, predominantly white persons working in professional, proprietary, and clerical jobs. As recently as 1960 the population was characterized by less affluent, older residents, many of whom were married and raising families. These residents, over 20 percent of whom were Negro, were much more likely to be employed in non-skilled jobs. The heterogeneity of the Quarter's population has continually lessened as the trend toward smaller, higher priced

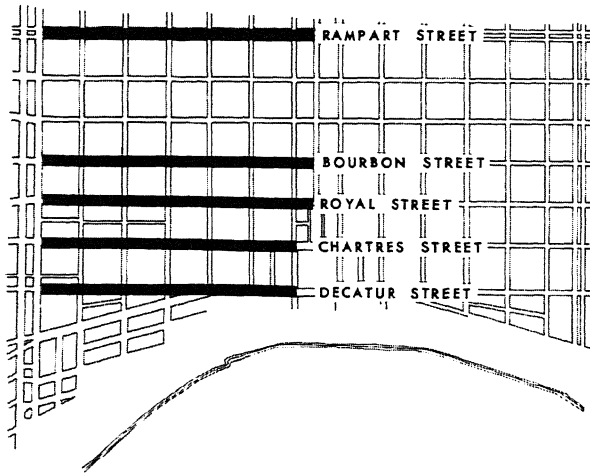


Figure 24:
Streets studied for changes in land use

housing has made it difficult for lower income people to afford Vieux Carre living.

Population: The Vieux Carre Study Area experienced a population decrease of about 2,000 persons between 1950 and 1960. This decrease is attributable to increased commercial development which characterized this period. The Quarter's 1965 population of 8,800, approximately 300 persons above the 1960 figure, reflects a reversal of this trend. Most recent residential rehabilitation has resulted in an increase in dwelling units which accounts for much of the population growth.

Race: During the 1950-1960 decade, the proportion of nonwhites in the Vieux Carre decreased by nearly 20 percent from the 1950 level of approximately 2,200 persons. The number of nonwhites as a proportion of the total population remained constant at about 20 percent during the decade. However, the 1965 non-white population of 860 reflects a decrease of over 50 percent from the 1960 figure and comprises only 10 percent of the total population. This significant decline is the result of recent rehabilitation activity that has decreased the number of large dwelling units and increased average rentals.

Age: The most notable change in age characteristics since 1960 has been the increase in single persons and young married couples in the 18-29 age group. They comprised nearly 30 percent of the Vieux Carre population in 1965, a significant increase over the 1960 figure of slightly less than 20 percent. In contrast, the proportion of persons in the under 18 and 30-49 age groups decreased to 1965 levels of approximately 10 and 25 percent from 1960 levels of approximately 15 and 35 percent respectively. This decline represents the out-migration of families with children. The proportion of persons in the 50-64 age group has remained relatively stable at around 20 percent since 1950. The proportion of persons 65 and over has increased slightly to a 1965 level of nearly 15 percent. This age group includes many people who have maintained residences in the Quarter for decades.

Marital Status: The proportion of single persons (14 years old or over) living in the Vieux Carre has risen markedly since 1950. A dramatic increase of nearly 1,200 single persons between 1960 and 1965 raised the 1965 proportion to nearly 50 percent. The recent increase in small apartment unit construction has accommodated many of these newcomers.

TABLE 6. SOCIAL CHARACTERISTICS OF THE VIEUX CARRE

CATEGORY	1950	%	1960	%	1965	%
Total Population	10,556	100.0	8,507	100.0	8,775	100.0
Race						
White	8,333	78.9	6,730	79.1	7,915	90.2
Nonwhite	2,223	21.1	1,777	20.9	860	9.8
Age						
0-17	1,573	14.9	1,136	13.3	994	11.3
18-29	2,240	21.2	1,511	17.8	2,568	29.3
30-49	3,798	36.0	2,893	34.0	2,365	27.0
50-64	1,883	17.8	1,896	22.3	1,677	19.1
65 & over	1,062	10.1	1,071	12.6	1,171	13.3
Marital Status (persons 14 or over)						
Single	2,736	29.5	2,863	37.6	4,023	50.6
Married	4,892	52.6	3,230	42.5	3,061	38.5
Widowed or Divorced	1,662	17.9	1,511	19.9	866	10.9
Occupation						
Professional	794	15.7	972	24.1	1,902	35.0
Managers, Proprietors, Clerical, Sales	1,974	39.2	1,527	37.8	2,388	44.0
Craftsmen, Operatives, Household Workers, Laborers	2,271	45.1	1,539	38.1	1,142	21.0
Household Income						
Below \$1,999	2,201	54.7	1,686	36.2	824	17.0
\$2,000-5,999	1,543	38.3	2,063	44.3	1,968	40.6
\$6,000-9,999	193	4.8	554	11.9	1,358	28.0
\$10,000 or more	87	2.2	356	7.6	698	14.4
Household Tenure						
Owner	478	11.9	271	5.8	858	17.7
Renter	3,546	88.1	4,388	94.2	3,990	82.3
Total	4,024	100.0	4,659	100.0	4,848	100.0

Source: 1950 and 1960 data were obtained from the U. S. Census of Population and Housing. 1965 data were derived from information collected in a 1965 interview survey of 300 Vieux Carre households conducted for the Vieux Carre Demonstration Study by the Department of Sociology of Tulane University.

Occupation: In concert with the other population changes, the number of people employed in the professions nearly doubled between 1960 and 1965. The number of managers, proprietors, and clerks residing in the Vieux Carre also increased. This growth partially reflects the increased number of small business establishments in the Quarter. The employment increase in these two categories totaled approximately 1,800 employees for the 1960 and 1965 period.

Household Income: Household income has risen sharply since 1950, from a median income of about \$1,800 to a 1965 level of \$5,200. The number of households with incomes below \$2,000 decreased from approximately 2,200 to 825 during the 1950-1965 period, while households with incomes over \$10,000 increased from approximately 90 to 700 during the period.

Household Tenure: The majority of households in the Vieux Carre are renters, 82.3 percent. However, the number of owner occupants more than tripled from 1960 to 1965, bringing the number to approximately 860. All of these changes in social characteristics evident in the 1960 to 1965 period can be expected to continue in coming years due to 1) the trend of large families and older persons to leave the Quarter, 2) continued rehabilitation resulting in increased dwelling units, and 3) a high demand for housing by single persons and couples. Forecasts of the housing market indicate a demand for about 2,300 new dwelling units within the Vieux Carre by 1985. If these demands are fully accommodated, a total of approximately 12,900 people, almost 4,100 more than the present population, will be residing in the Quarter in 1985.

The Vieux Carre's population mix has changed from period to period. The coming two decades promise to be another time of great change, in terms of population characteristics and overall size. Public policy should be based on a recognition that a diversity of groups have lived together peacefully in the Vieux Carre for many years and have contributed jointly in creating what is a remarkably rich cultural heritage.

Economic Trends

The Vieux Carre plays a special and important role in the economy of New Orleans. In 1965 approximately 70 percent of the 1.8 million persons visiting New Orleans were influenced by the French Quarter in their decision to come to the city. These visitors spent an estimated \$170 million in New Orleans during the course of their stay.

The Quarter's tourist-oriented economy is centered around transient accommodations, eating and drinking establishments, antique shops and other small specialty stores. Economic changes during the last 20 years have contributed to an enlivened Vieux Carre. Strong development pressures for new construction and expanded economic activities foreshadow further change in the character of the Quarter. One index of the likely magnitude of this change is the forecast of approximately three million visitors coming to New Orleans by 1985.

Because of the strong impact which future growth will have on the Quarter, it is important to understand the Quarter's present economic characteristics and future development potentials. Economic findings are discussed on the following pages in terms of 1) Economic Profile of the Vieux Carre, 2) Real Estate Trends, and 3) Development Potentials.

ECONOMIC PROFILE OF THE VIEUX CARRE

The special character of the Vieux Carre economy is shaped by the diverse elements constituting its market support, the limitations placed on development by the Vieux Carre Ordinance, the economic activities remaining from prior economic eras, and the particular role of the Quarter in the metropolitan economy.

Support for Vieux Carre economic activities comes from local residents, visitors, and the metropolitan market. Historic district controls limit greatly the scope and scale of possible new construction. The port-oriented warehouses, railroad facilities, and industrial and heavy commercial activities, holdovers from a past era, utilize a great deal of Vieux Carre land and have characteristics at variance with the rest of the uses in the Quarter.

The metropolitan economy is strong and diverse. Metropolitan New Orleans, with a population of over one million persons, is one of the major commercial centers in the south. It is a regional center of trade, services, and finance, and a major seaport ranking second to New York in dollar volume of goods exported. In response to New Orleans' economic growth over the past decade, investors have added substantial amounts of new housing, office and commercial space, as well as transient accommodations to the city's supply.

A significant portion of this growth has occurred in the Vieux Carre.¹¹ An economic profile of the historic district's economy dramatizes the important and dis-

tinct role which the Quarter plays in the metropolitan economy.

TOURISTS AND TRANSIENT ACCOMMODATIONS

The historic district makes its greatest contribution to the economy of the metropolitan area by serving as a principal attraction to persons visiting New Orleans. The Vieux Carre offers an authentic historic environment with specialty shops, restaurants, and lively nighttime entertainment. The well-publicized attractions of the Quarter make it the logical location for a great proportion of the city's visitor services.

The concentration of hotel and motel rooms in the Quarter is illustrative of its drawing power. The area currently has an inventory of nearly 2,000 first-class rooms. This total represents 22 percent of the city's total and 35 percent of all hotel and motel accommodations in the Central Business District. Another facility containing 500 rooms was under construction at the writing of this report. Even more significant, however, is the fact that 75 percent of the Vieux Carre inventory has been constructed since 1959.

During the past decade, a substantial amount of retail and residential investment has taken place in the Vieux Carre. But the greatest overall impact has resulted from the construction of new hotels and motels. These new facilities have altered the basic economic character of the Quarter more than any other single factor.

Vieux Carre hotels and motels realized almost \$8,000,000 in sales compared to approximately \$21,000,000 and \$31,000,000 in sales transacted by central business district and city-wide transient accommodations respectively. These figures significantly understate the Vieux Carre's relative position because they predate the construction of 65 rooms now in service in the Quarter.

The impact of the hotels and motels goes far beyond the sales information. Their most important contribution to the Vieux Carre economy is the large supply of potential customers housed in close proximity to the Quarter's retail establishments. Of the estimated 1.8 million persons visiting New Orleans in 1965, about 300,000 stayed in Vieux Carre accommodations. Each of these visitors remained an average of 3½ days. During this time, each person spent approximately \$35 for lodging, \$35 for meals, \$10 for entertainment, and \$20 for shopping and miscellaneous items, a total of \$100 per person per visit. Consequently, persons staying in Quarter hotels and motels accounted for ap-

proximately \$30,000,000 in sales, most of which was spent within the Vieux Carre itself.

Before the Vieux Carre hotel and motel building boom most visitors residing in the Central Area stayed in facilities on the upriver side of Canal Street. Although these visitors spent much of their sight-seeing, shopping, and entertainment time in the Vieux Carre, their activities were generally confined to the several blocks nearest Canal Street. The addition of hundreds of hotel and motel rooms in the heart of the Quarter has promoted significant pedestrian traffic in areas which were not previously frequented by many visitors.

For instance, the location of Al Hirt's and Pete Fountain's night clubs in the middle of the Quarter on Bourbon Street is a major departure from the older pattern of cabarets concentrated closer to Canal Street.

An inevitable effect of new hotel and motel construction on the Vieux Carre economy has been the increased value of real estate. Rising real estate values from this construction and other development reflect the increasing potential for new or upgraded uses, especially commercial enterprises, within the Quarter. This has fostered the rehabilitation of many deteriorated properties. Often residential properties have been rehabilitated and converted to tourist uses.

HOUSING

The character of housing in the Vieux Carre has changed very little over the past century. However, the social character of the Quarter's residents has changed with altered economic conditions. Today the population is typically represented by young and middle-aged persons in the middle-income group. Their interest in living in the Quarter is related to the Quarter's central location and the special character of its environment.

There were 4,848 households living in the Vieux Carre in 1965. The average household size was 1.8 persons, considerably smaller than the city-wide average. Quarter residences occupied approximately 30 percent of the land and 55 percent of the buildings within the historic district. Most residential structures are occupied by more than one household. Residences and shops are frequently located in the same structures.

The type of housing in the Vieux Carre is still varied, but strong market demands in recent years have resulted in the creation of a large number of small, high-priced units. Many residential structures have been rehabilitated to comprise an increased number of units,

and some nonresidential buildings have been converted to residential use. The consequence of this rehabilitation activity has often been the displacement of low-income families. The new occupants have typically been young middle-income persons or married couples who can afford the higher costs of living in Quarter dwellings. The trend toward smaller, high-priced town house and apartment units is expected to continue because of the increasing number of persons in the New Orleans area desiring and able to live in the Vieux Carre.

The mixed pattern of land uses in the historic district has not altered the area's status as a highly attractive place for in-town living. The Quarter is close to the city's employment and entertainment centers and many small business establishments exist to cater to the needs of local residents.

OFFICE SPACE

No significant quantity of general office space is currently available in the historic district for lease to interested tenants. However, there is a substantial amount of government office space in the Custom House and the Louisiana World War and Fisheries Commission Building.

Existing Vieux Carre office space is primarily in small professional and service offices such as law offices,

insurance, legal, real estate, and personal service offices located on the ground floors of buildings in the commercial sections of the Quarter. In 1965 office space totaled approximately 250,000 square feet.

RETAILING

Retailing is the single most important sector of the historic district's economy. Retail establishments employ nearly 4,400 people and account for over 700,000 square feet of floor space. Of this amount, nearly 85 percent is ground floor area or 30 percent of all ground floor space in the Quarter. In 1964 (the most recent year for which comparable figures are available) over \$24 million in retail sales were transacted in the historic district. Recent sales tax data indicate a strong upward trend in sales.

Retail uses are located in one of two significantly different areas. Historic retail uses and automobile sales and service are located in a block-wide strip along Canal Street and North Rampart Street. These activities are concentrated in the main streets of the Vieux Carre. The second area is between bars and restaurants are concentrated in the tourist section along Bourbon, Royal, and Chartres streets from Iberville to Orleans.

The following table indicates the size of the area in which the Quarter's retail uses are concentrated in metropolitan retail trade area.

TABLE 7. RETAIL SALES, VIEUX CARRE AND OTHER SELECTED AREAS, 1963

	Vieux Carre	Vieux Carre as Percent of CBD	CBD	New Orleans City	SMSA
	\$'000		\$'000	\$'000	\$'000
Shoppers Goods					
General Merchandise Apparel					
Furniture	2,654	2	135,765	236,217	302,412
Other Shoppers Goods	5,424	5	281,765	25,618	24,518
Total Shoppers Goods	8,078	8	417,530	261,835	326,930
Convenience Goods					
Restaurants, Bars, and Nightclubs	2,805	1*	25,455	54,050	103,009
Food and Drug Stores	4,267	4	39,779	204,711	330,352
Total Convenience Goods	7,072	7*	65,234	258,761	433,361
SELECTED RETAIL TOTAL	15,150	15*	482,764	520,596	760,291

* Data not available.

Note: Vieux Carre here defined as the legal limits of the historic district. The boundaries of the CBD (Central Business District) are coterminous with those of the French Quarter. The limits of the SMSA (Standard Metropolitan Statistical Area) includes Orleans, Jefferson and St. Bernard parishes.

Source: New Orleans Bureau of Revenue, U.S. Department of Commerce, Commerce and Economics, 1965.

General Merchandise-Apparel-Furniture: The historic district is not an important location for department stores and other major retail functions which comprise this category. These outlets are largely concentrated on Canal Street. Together the combined complex represents an effective retailing system; Canal Street stores provide for the major shopping needs of the metropolitan population while nearby Quarter shops provide for more specialized shopping.

Other Shoppers Goods: A large number of New Orleans' many antique shops, gift stores, art galleries, and other specialty shops are concentrated in the historic district. This concentration in certain sales categories is documented by 1964 *New Orleans City Directory* information which indicates that 50 of the 76 antique establishments in the city were then located in the historic district as were 29 of the 54 gift shops and all of the art galleries. These establishments are to be found geographically concentrated within the Vieux Carre as well. The tourist section of the Quarter accounts for approximately 90 percent of all "other shoppers-goods" sales transacted within the historic district. "Other shoppers-goods" sales in the Quarter during 1963 represented nearly 25 percent of the city's total.

Restaurants, Bars and Nightclubs: Restaurants, bars, and nightclubs have made the Quarter the entertainment center of the South and one of the most famous in the country. Approximately 45 percent of CBD eating and drinking sales are currently transacted in the Vieux Carre. This proportion amounted to approximately \$13 million in 1963, or almost 55 percent of total retail sales for the Quarter. Of the \$13 million total, approximately 63 percent was related to restaurant business.

Market support for the restaurants comes primarily from visitors who account for an estimated two-thirds of all such sales. Metropolitan area residents and Vieux Carre residents account for the remaining 30 and 3 percent respectively. Bars and nightclubs are even more dependent on visitors for their support. Visitors provide 83 percent of their business. Although almost all of the establishments in this sales category are located in the tourist section, several small restaurants and bars serving local residents are to be found elsewhere in the Quarter.

Food and Drug Stores: Food and drug store operations in the Vieux Carre are of limited economic importance. They accounted for nearly 15 percent of all

Quarter retailing in 1963. This figure, which comprised about 30 percent of the CBD total, represented, however, only about 1 percent of the city total. The characteristic Vieux Carre drug store or grocery store is of the "streetcorner" type. For reasons of convenience and variety of goods, a number of Vieux Carre residents shop in larger stores outside the Quarter.

INDUSTRIAL ACTIVITIES

A large number and variety of industrial firms are located in the Quarter. The single most important industrial operation is the Jackson Brewing Company which occupies a number of buildings in the upper Decatur Street area. Other significant operations are the wholesale food distribution complex in the lower Decatur Street area, the warehouses and related activities also in the upper Decatur Street area, and the wharves and railroads along the riverfront.

The 55-acre riverfront area is bounded by Port of New Orleans wharves along the Mississippi River except between St. Peter and Ursuline streets. The wharf section includes about 17 acres and constitutes approximately 5 percent of the total lineal frontage of wharf facilities comprising the Port of New Orleans. A number of railroad tracks belonging to the New Orleans Public Belt, Louisville and Nashville, and Southern Pacific railroads occupy a 24-acre band of land adjacent to the wharves. The Jackson Brewing Company, a New Orleans Public Service Substation, and several warehouse buildings occupy the remainder of the area.

Vieux Carre wholesaling establishments transact millions of dollars of business every year. However, despite the large amount of business conducted by these firms, their total sales activity in 1963 amounted to less than 1 percent of the city's total.

Industrial employment comprises almost one-third of all Vieux Carre employment. Of approximately 3,000 industrial employees in 1964 almost 45 percent were engaged in manufacturing activities. The Jackson Brewing Company employs a majority in this category. There are also many small manufacturing firms which employ relatively few persons. The categories of wholesaling, transportation-communications-utilities, and warehousing follow manufacturing in amount of employment.

Existing industrial firms are mainly the product of a past economic era. Most establishments have occupied their location for a long period of time and now either do not desire to move or currently find it infeasible.

These establishments represent a scale and intensity of operation which contrast with most other Quarter business. Moreover, they are not dependent on the visitors or residents for their market support. These facts, together with evidence of a gradual reduction in wharf space and railroad use in the Quarter, indicate that industrial activities cannot be considered as remaining in the Vieux Carre over the long range future.

REAL ESTATE TRENDS

The buying and selling of real property provide a good indication of underlying economic conditions. A healthy business climate is reflected in high rents and increased property values. Rents and property values also measure general development pressures, especially those generated by different uses competing for scarce land.

In recent years commercial activities have been displacing residential uses, especially in the tourist section of the Vieux Carre. Pressure for commercial expansion, along with increased interest in the Quarter as a residential area, has caused the value of property to increase, and this has been directly reflected in the prices paid in recent transactions.

Since 1935 property values have steadily increased with an especially sharp gain since 1940. During World War II the value of property in the Vieux Carre was driven up by an increased number of shops rented to persons catering to recreation and defense workers. Very little of the increased value during this period can be attributed to an actual upgrading of properties. Since 1950, however, the impact of New Orleans' tourist and convention business expansion and the growing demand for housing has made property in the Vieux Carre increasingly more valuable. At the present time buildings in good condition on Royal and Bourbon streets sell for \$50,000 to \$150,000, depending on their location and size.

The tourist area of the Quarter is dominated by commercial activity. Although there is a relative stability of uses in this area, frequent changes occur in occupancy, especially along Bourbon Street. The value of real estate on Chartres Street is rising more rapidly than in the rest of the tourist area, where values are generally "leveling off." Very high land values exist along the river end of Canal Street as well. The pressure for conversion of this land from industrial and low intensity commercial uses to high intensity commercial

use is increasing. Along Decatur and North Peters streets interest has been shown in converting old warehouses to apartment structures. Property values in the residential portions of the Quarter are also rising. The increase is especially rapid considering the deteriorated condition of many structures. However, values in residential areas are still the lowest in the Vieux Carre. Potentials for rehabilitation in these areas will further increase real estate prices.

Although assessment patterns in the Quarter are not completely consistent with land use patterns, lowest valuations are generally on residential land while higher valuations are on commercial properties. A study of property assessments (conducted by the Bureau of Governmental Research in 1964) found that assessments in 1960 on real property averaged about 25 percent of market value. A review of available data and interviews with persons involved with local real estate indicate that land and improvements in the historic district are generally under assessed. As a result of the state study, Vieux Carre property might be reassessed at higher rates in the future. The implications of higher assessments and increased taxes for Vieux Carre real estate are significant. At present a relationship exists between the relatively low assessment of Quarter property and the predominance of residential uses and small shops. The continuity of these uses has been helped by the current favorable tax situation. If taxes are increased, the pressure to convert property to more intensive commercial and residential uses will be high.

DEVELOPMENT POTENTIALS

As part of an expanding New Orleans metropolitan economy, the Vieux Carre is assured of continuing growth within the limits imposed upon it by development controls and limited land area.

The metropolitan economy is expected to employ 650,000 workers by the year 2000 and support a population of 2.4 million, over double the present number. Housing will be required for 240,000 households, 410,000 more than in 1960. The expansion of central business district offices will continue following the trend set by the recent construction of the International Trade Mart and Plaza Tower. A total of almost 13 million square feet of office space will be needed by the year 2000 at an average of over 1 million square feet above the 1960 standing stock. At the same time retail space is expected to double to keep pace with potential demand. The tourist business will be draw-

ing upon the 3.7 million persons who are expected to visit the city annually by the year 2000. These visitors will require a supply of 11,800 first-class CBD hotel rooms and twice that number within the city limits.

By 1985 the economy of the Vieux Carre will probably be even more specialized than it is today. The Quarter will have a key future role as a specialty shopping district, a center for arts and crafts, an entertainment complex, an in-town residential area, and one of America's most important tourist attractions.

The development potential for transient accommodations, housing, retailing, office space, and industry in the historic district has been projected in terms of market forecasts for five-year intervals from 1970 to 2000. The actual extent and distribution of development for each use will depend on public decisions relating to the specific type and scale of development permitted within the historic district.

Transient Accommodations: The French Quarter is a nearly ideal location for transient accommodations. It is expected that by 1985 there will be a demand for over 3,300 hotel and motel rooms in the Vieux Carre, as against 1,550 units existing in 1965. By the year 2000, conservative forecasts indicate the demand will reach 4,900 rooms. This demand will be increased by replacement demand as some existing facilities are closed. The market forecast between 1985 and 2000 represents at least 50 percent of the total CBD demand during the period.

TABLE 8. TRANSIENT ACCOMMODATIONS FORECAST, VIEUX CARRE, 1965-2000

Year	Rooms	Period Increase
1965	1,550	—
1970	2,475*	925
1975	2,680	205
1980	3,010	330
1985	3,360	350
2000	4,890	1,530
	TOTAL	3,340

* Includes the Bourbon Orleans (241 rooms completed in 1966), Downtowner (186 rooms completed in 1966) and Chateau Louisiane (500 rooms under construction). No further change in inventory through 1970 is assumed.

Source: Hammer, Greene, Siler Associates.

Housing: Housing market forecasts indicate a demand for about 7,100 housing units in the Quarter by 1985 and about 9,400 units by 2000. The market support for the majority of future housing units will come from non-CBD employed workers in contrast to the existing equal contribution of CBD and non-CBD employed persons. The projected increases over the 1965 housing supply of 4,848 units represent only a small proportion of the total number of units expected to be built throughout the metropolitan area.

TABLE 9. HOUSING MARKET FORECAST, VIEUX CARRE, 1985-2000

Year	Housing Units	Period Increase
1965	4,848	—
1970	5,325	477
1975	5,870	545
1980	6,460	590
1985	7,120	660
2000	9,365	2,245
	TOTAL	4,517

Source: Hammer, Greene, Siler Associates.

Retailing: Retail needs in the historic district by 1985 will more than double the existing 730,000 square feet of space. By 2000 the floor space demand is forecast to increase to 2,600,000 square feet. Most of this demand will be in traditional Vieux Carre retail activities.

TABLE 10. RETAIL SPACE FORECAST, VIEUX CARRE, 1965-2000 (Thousands of Square Feet)

Year	Type of Retail Establishment					Period Increase
	GAF *	Other Shoppers Goods **	Restaurants And Bars	Convenience Goods	Total	
1965	78.9	298.8	305.0	50.4	733.1	—
1970	99.5	374.0	378.1	60.1	911.7	178.6
1975	122.0	431.4	476.2	66.2	1,095.8	184.1
1980	146.1	487.5	611.2	72.4	1,317.2	221.4
1985	165.0	607.1	736.3	81.0	1,589.4	272.2
2000	268.3	956.9	1,253.5	114.3	2,593.0	1,003.6
					TOTAL	1,859.9

* General Merchandise, Apparel, Furniture

** Antique Shops, Gift Shops, Specialty Shops

Source: Hammer, Greene, Siler Associates

Restaurants, bars and nightclubs will continue to dominate retail demands. The other-shoppers-goods category (which includes antique, gift and specialty shops) will also experience considerable growth with about 660,000 square feet of additional space by 2000 forecast. Although the demand for space in the general merchandise-apparel-furniture category is expected to triple by the year 2000, in terms of floor space it will still remain a minor retail category. The smallest amount of floor space demand will be in the other-convenience-goods category which includes drug and grocery stores.

Office Space: A strong market is forecast for office space in the Vieux Carre. At present, only about 200,000 square feet of office space exist in the area. But, because of its central location, office use has a substantial potential. By 1985, a demand for an additional 650,000 square feet of multiple occupancy office space is forecast for the Quarter, increasing to a total amount of about 1,600,000 square feet by 2000.

TABLE 11. OFFICE SPACE FORECAST, VIEUX CARRE, 1965-2000

Year	Square Feet	Period Increase
1965	200,000*	
1970	321,000	121,000
1975	468,000	147,000
1980	648,000	180,000
1985	848,000	200,000
2000	1,615,000	767,000
	TOTAL	1,415,000

* From Marcou, O'Leary and Associates Survey (Rounded)

Source: Hammer Greene, Siler Associates.

Industrial Activities: Forecasts of market demand for industrial space have not been made. The wharf buildings, railroad tracks, industrial structures between Decatur Street and the river, and most other industrial activities in the Vieux Carre are, on the whole, incompatible with the historic character of the Quarter. Large-scale industrial uses are becoming economically obsolete largely because outlying sites can meet their operational needs better than densely developed, inner city areas like the Quarter. It is expected, however, that a limited number of smaller scale wholesaling, warehousing, and manufacturing establishments will continue to be located in the Quarter, though most of these activities are also expected to be phased out gradually during the long-range future.

Other Demands: Besides the above market demands, additional land and building space must be provided within the Vieux Carre for a variety of public and institutional uses, parks and open spaces, street improvements, and similar facilities. These requirements are incorporated in the Vieux Carre Plan and discussed in Part IV of this report.

Traffic and Parking Trends

The Vieux Carre's streets are poorly designed to cope with today's traffic requirements, especially at peak travel hours. The problems of congestion which exist in the Quarter are primarily attributable to through traffic on certain streets, increased travel to and from the Quarter, inadequate off-street facilities necessitating extensive curb parking, and narrow streets which constrict vehicular flow.

Because of the Vieux Carre's location within the Central Area adjacent to the Central Business District, forecasts of future travel demands indicate that significantly more traffic will have to pass through the Vieux Carre than at present. The major arterial streets which bound the study area on three sides, Canal Street, North Rampart Street, and Esplanade Avenue, will be unable to accommodate fully the increased traffic. The diversion of this traffic to Vieux Carre streets together with the increased travel to and from the Quarter will create serious congestion and have a detrimental effect on the historic district's character if proposed traffic improvements are not completed.

Travel within and through the Central Area is forecast to increase 65 percent by 1980.¹³ While internal travel and travel to and from the Central Area is forecast to increase 4 and 30 percent respectively, the increase in through trips is expected to be 192 percent. The anticipated large increase in through travel will be due partly to the Central Area's location at the crossing point on the Mississippi River where both east-west and north-south travel demands for movement along or across the river overlap. To relieve the pressure of growing travel demands on existing streets the Louisiana Department of Highways and the U.S. Bureau of Public Roads gave approval in 1966 for the construction of the Riverfront Expressway. The Riverfront Expressway is proposed as part of the long discussed Outer Belt system of expressways around the Central Area of New Orleans. The system is planned to provide major access for traffic destined for the Central Area and will serve as a bypass around the center of the city for other traffic. The expressway will be constructed

through the levee portion of the Vieux Carre immediately adjoining the Mississippi River. Construction has not yet begun on the expressway in the Quarter, and thus it cannot be looked to as a relief to traffic congestion on Vieux Carre streets for at least several years.

The existing and future traffic and parking situation in the Quarter is examined below in terms of vehicular volumes, transit usage, and parking supply and demand. The future role of the Riverfront Expressway is also discussed.

Existing Conditions

Traffic and parking conditions are becoming increasingly more serious in the Vieux Carre. Local and through traffic often compete for the limited street capacity; buses and trucks impede vehicular flow; inadequate parking space causes needless circling and illegal parking; and pedestrian and vehicular conflicts are bothersome to pedestrians and drivers alike. These problems are most acute in the core of the historic district. However, excessive truck traffic is a serious problem along Decatur and North Peters streets and parking shortages are an increasingly critical problem in the residential sections of the Quarter.

Canal Street, North Rampart Street, and Esplanade Avenue carry traffic volumes ranging from 15,000 to 25,000 vehicles on an average day.¹⁴ These streets are classified as "major city streets" and, as such, play an important role in carrying Central Area traffic. Average daily traffic volumes on the interior streets of the Vieux Carre are much less than those on the major city streets, though Chartres, Royal and Bourbon are important traffic-carrying streets.

North Peters Street and the connecting Decatur Street link which pass through the riverfront portion of the Quarter are also classified as "major city streets." The average daily traffic volume is approximately 20,000 vehicles, consisting of a large proportion of trucks. A December, 1965, street count on Decatur Street by the Louisiana Department of Highways indicates that between the hours of 7:00 and 11:00 a.m. and from 2:00 to 6:00 p.m. approximately 3,000 trucks (25 percent of total vehicles) passed along Decatur Street. These trucks, many of them without origins or destinations in the Quarter, account for much of the local congestion. On Chartres, Royal, Bourbon, Dauphine, and Burgundy streets, trucks represented between 11 and 15 percent of total traffic during the same hours.

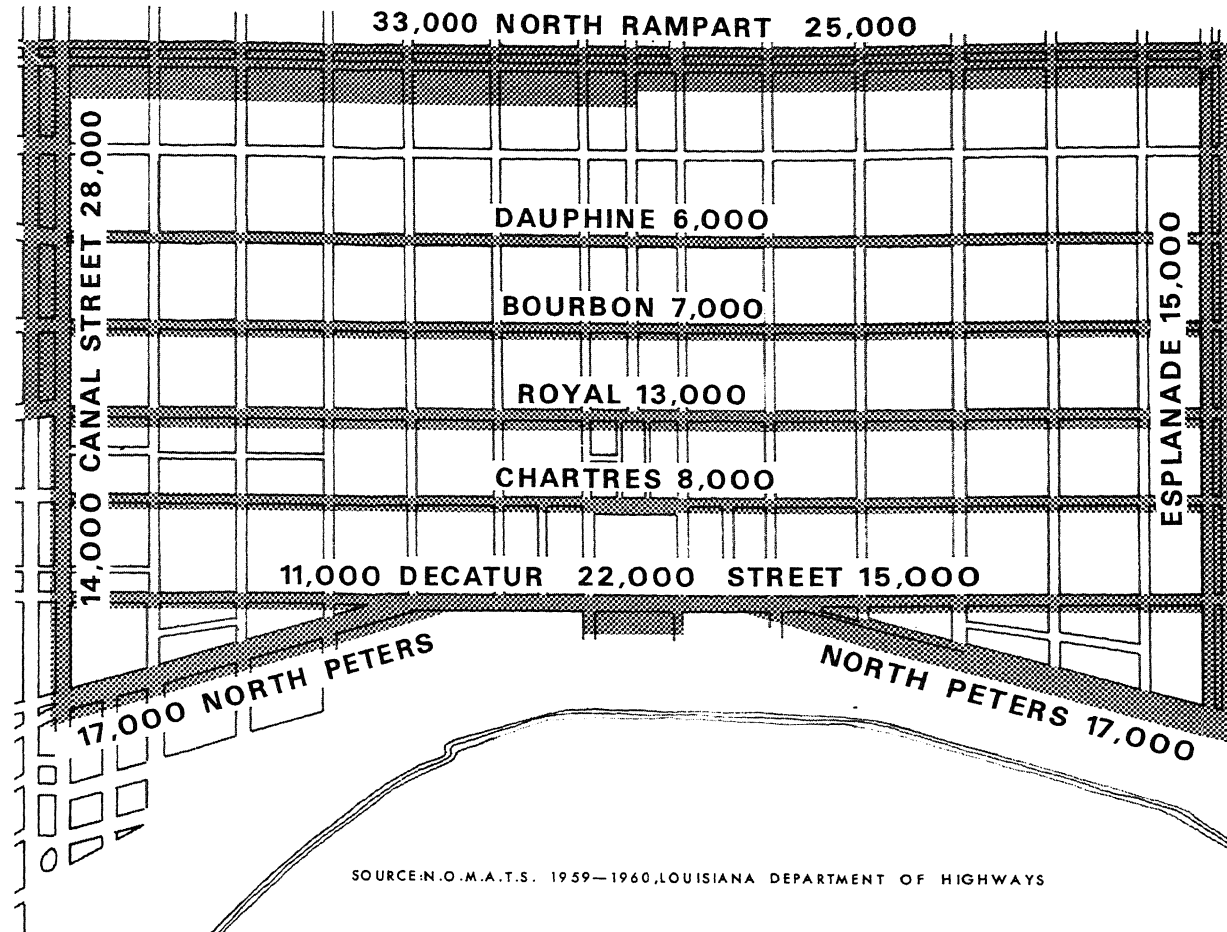


Figure 25: 1960 traffic volumes

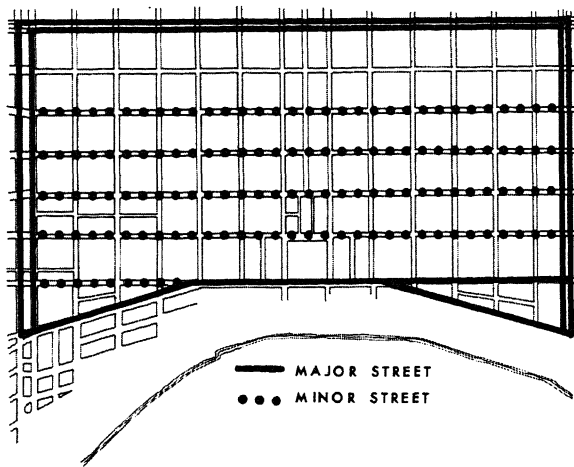


Figure 26: Existing street classification

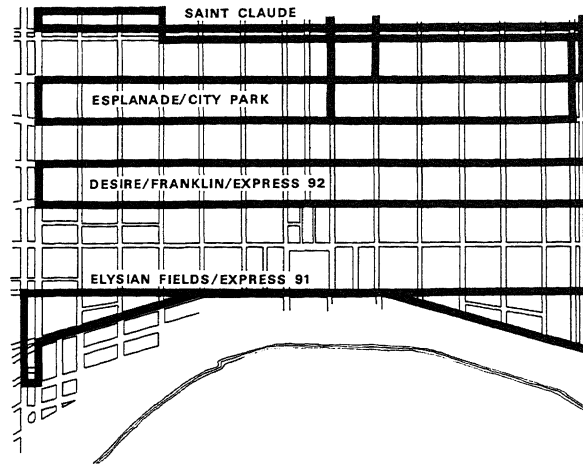


Figure 28: Existing public transit lines

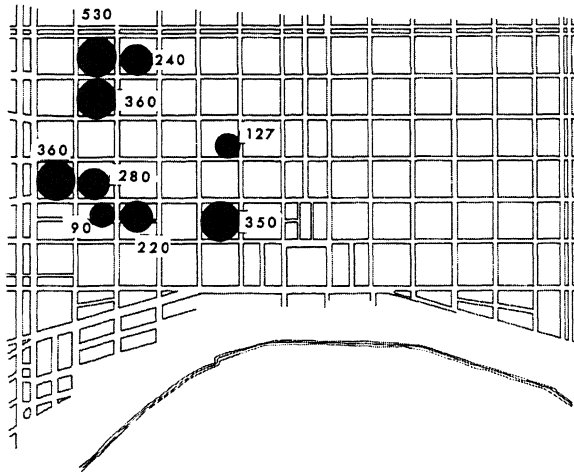


Figure 27: Existing parking garages



Sidewalk parking on Conti Street

A number of important transit lines operate in the Vieux Carre connecting the Quarter and the Central Business District with neighborhoods to the northwest, north, and northeast. The lines are the St. Claude line on North Rampart Street; the Esplanade and City Park lines on Dauphine and Burgundy streets; the Desire, Franklin, and Express 92 lines on Royal and Bourbon streets; and the Elysian Fields and Express 91 lines on Decatur and North Peters streets.

Transit vehicle movement presently account for only about 2 to 5 percent of the total traffic on these streets from 7:00 a.m. to 7:00 p.m. However, transit vehicles are estimated to carry up to half of all passengers who travel on these streets during these hours. New Orleans Public Service Inc. data show the greatest number of passengers on the lines which run along Bourbon and Royal streets. During October, 1964, buses passed along these streets on an average of once every three minutes during the 12-hour period. This frequency of service encourages transit use by Vieux Carre residents and visitors.

Field surveys conducted in 1965 found that the Vieux Carre contains approximately 1,500 curb parking spaces and 4,500 off-street spaces. Nearly 700 of the off-street spaces are resident parking areas with less than five-car capacity. Nine multi-level parking garages with space for 90 cars or more have an existing capacity for 2,550 cars. Most of these are located on Iberville or Bienville streets convenient to Canal Street stores and the Quarter's tourist area. The largest lot on North Rampart Street holds 530 cars. The Monteleone and Royal Orleans hotels and the Downtown Motor Inn have parking space for 310, 350, and 127 cars, respectively. Parking space shortages are most critical in the tourist and specialty shopping area during the day and in the residential areas at night. The residential parking problem is increasing due both to the steady influx of higher-income residents with a higher rate of auto ownership and the overall increase in households resulting from the residential conversions.

The parking shortages in the retail and tourist area are compounded by the congestion in the streets which makes it difficult for vehicles to circulate freely to the available spaces. Loading zone spaces are popular with motorists who are willing to risk use of the space for short-time parking. Drivers of trucks servicing the stores in the area, unable to find adequate loading space within legal areas, often occupy illegal curb space near their destinations. Trucks frequently use the left side of narrow one-way streets to park with one

set of wheels on the left sidewalk so that traffic is not blocked. As a result, the free flow of traffic is reduced and pedestrian traffic impeded.

Nighttime parking in the older core of the Quarter is increasing rapidly. Many curbside tow-away zones are made available for parking in the evening to accommodate high demands. Off-street lots and garages are not always full in the evening, but parking usage in these facilities is increasing.

The Proposed Riverfront Expressway

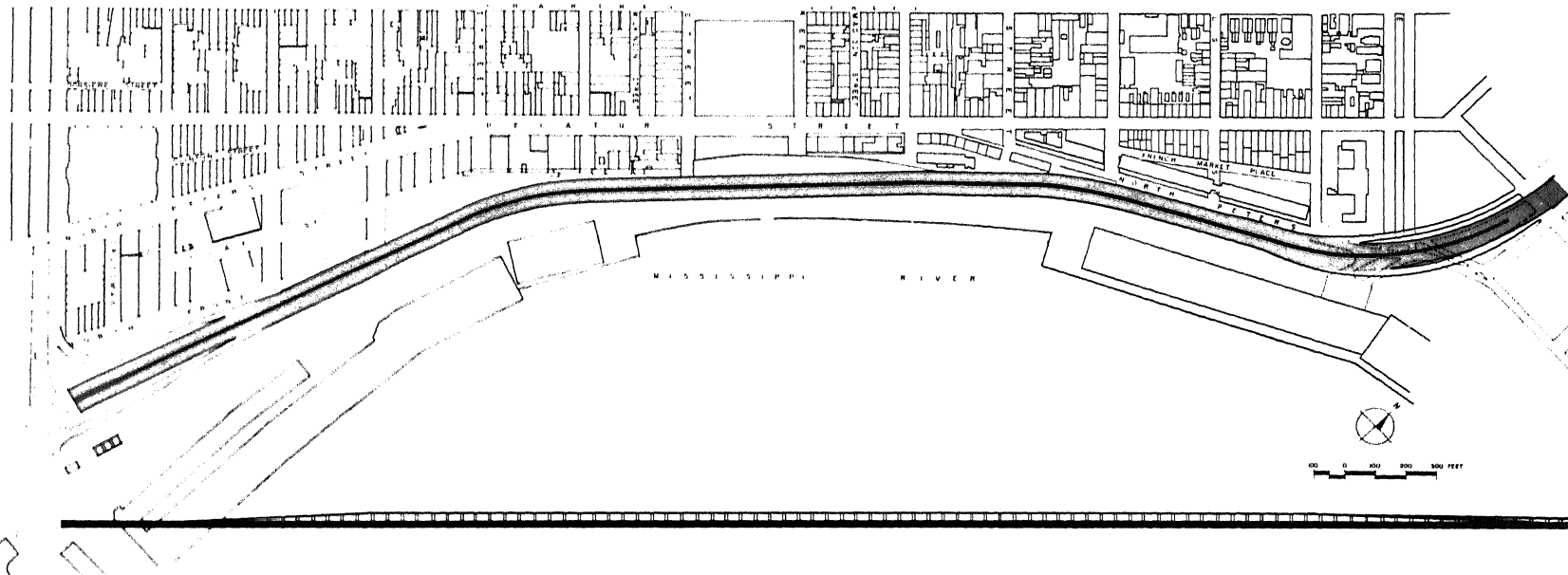
An origin and destination survey of the Metropolitan Area initiated in 1959 by the Louisiana Department of Highways in cooperation with the U.S. Bureau of Public Roads substantiated the need for the long proposed expressway along the Mississippi River planned to pass through the Vieux Carre. The survey results, published in a report entitled *New Orleans Metropolitan Area Transportation Study, 1960-1980*, indicated the need for an expressway from Jackson Avenue to a junction with Interstate Highway 10 at Elysian Fields Avenue. The Riverfront Expressway segment (I-310) was studied in detail by the consulting engineers, B. M.

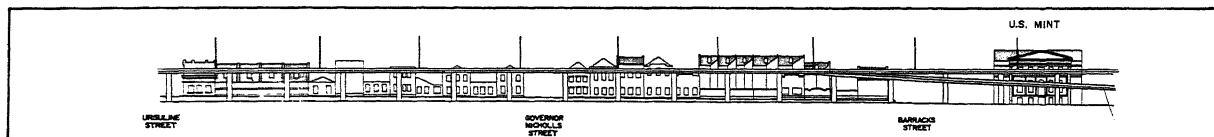
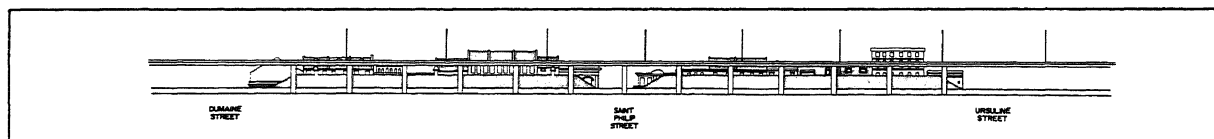
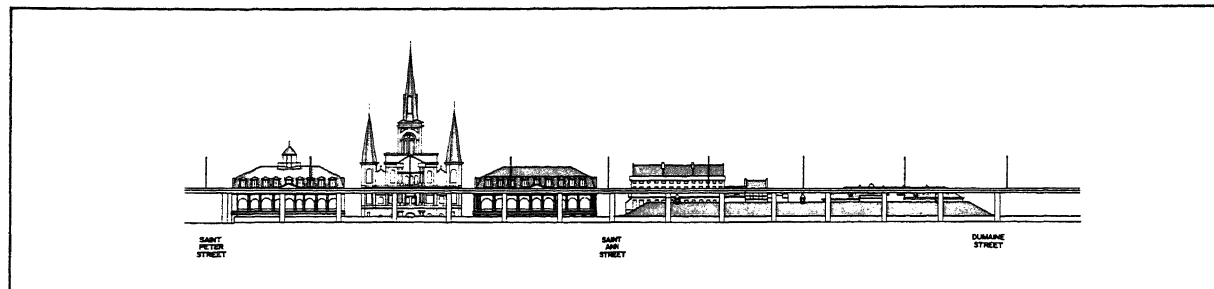
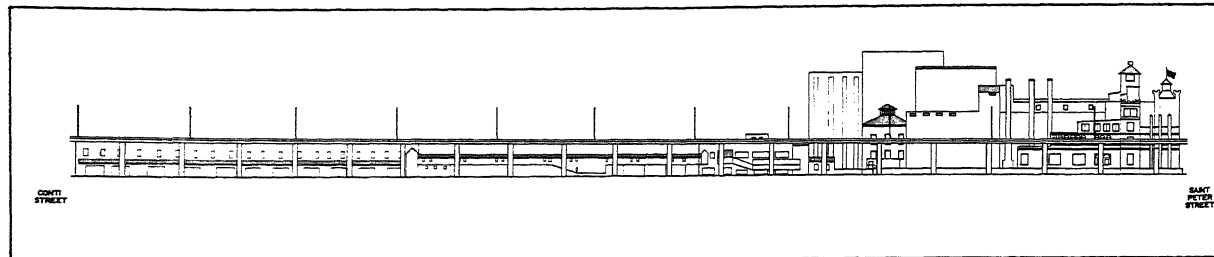
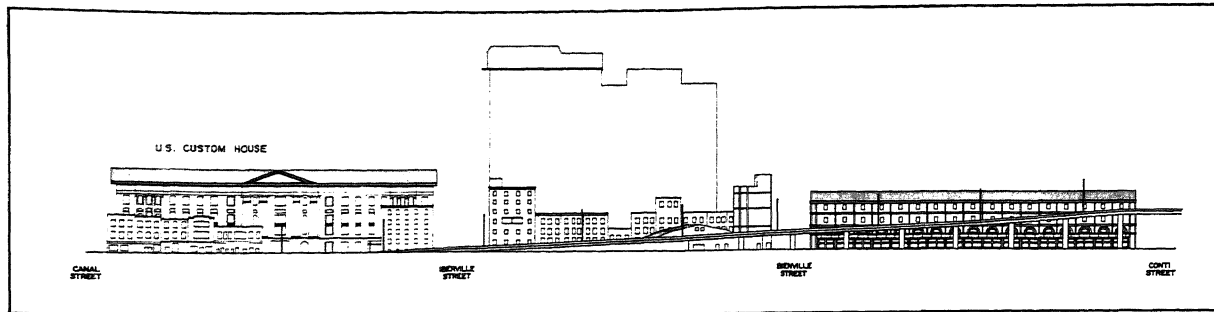
Dornblatt & Associates, Inc., and the results were published in April, 1964, in a preliminary engineering report.

As currently proposed, the expressway will pass as a six-lane facility beneath Poydras Street, the International Trade Mart, and Canal Street. Emerging from the downtown portal at Canal and Iberville streets, the expressway will enter the Vieux Carre ascending in an open cut, coming to grade at Iberville Street, where both exit and entrance ramps to Canal Street will be provided. The expressway will continue to ascend in a downstream direction as a six-lane elevated structure until clearing the railroad tracks. It then will continue through the Quarter and past Jackson Square as an elevated structure above the tracks. In the vicinity of Esplanade Avenue, both exit and entrance ramps will be constructed, terminating at grade on Elysian Fields Avenue.

The general alignment and design recommendations of the 1964 Dornblatt study have been approved by the Louisiana Department of Highways and the U.S. Bureau of Public Roads (see Figure 29). A special study

Figure 29: Proposed riverfront expressway





was prepared for the Louisiana Department of Highways to provide the basis for the development of a recommended system of ramps for the Riverfront and Elysian Fields expressways. The ramp recommendations near the Vieux Carre include a southbound exit and northbound entrance ramp at Canal Street and a southbound entrance and northbound exit at Decatur Street and Elysian Fields Avenue.

The immediate and long-range effects of the Riverfront Expressway on the physical, visual, economic, and historic character of the Vieux Carre were examined in detail in the report completed in December, 1966, entitled *An Evaluation of the Effects of the Proposed Riverfront Expressway on the Vieux Carre, New Orleans, Louisiana*.¹⁵

The findings of the report were that the overall Vieux Carre economy would benefit from improved accessibility, reduced through traffic on the streets of the Quarter, and a probable increase in future private investment, especially in the Riverfront Area adjoining the International Trade Mart. With the exception of noise effects, the environmental nuisances expected to be generated by the expressway will be relatively minor. Even this impact can be considerably mitigated by improvements in the expressway's design. In terms of visual and physical effects, the report stated that the elevated roadway's great massiveness and length through the Vieux Carre would create a formidable visual and physical barrier separating the historic core from the river. The prominence of the structure, especially at Jackson Square, would create an intrusion strongly alien to the traditional scale and character of the Vieux Carre. Moreover, the elevated structure would hinder long-range possibilities for redeveloping the Riverfront Area as a coherent unit. Finally, the report concluded that by planning the expressway as an integral part of the entire Riverfront Area's redevelopment the adverse effects can be moderated, but they cannot be wholly eliminated.

Forecasts of Future Conditions

Forecasts of 1980 and 1986 travel demand were assigned to Vieux Carre streets in order to test the most appropriate system of ramps for the proposed Riverfront Expressway. The results of these assignments of anticipated travel demands to the recommended ramp system provide a useful picture of the future.¹⁶

A comparison of 1960 and 1986 afternoon peak hour traffic indicates that total trips within, to and from, and

through the Central Area will increase by 118 percent. Of the approximately 43,000 additional trips, the largest increase will result from a 20,000 increase in through trips. Only about 2,500 additional trips are forecast within the Central Area.

Average daily traffic in 1980 assigned to the proposed Riverfront Expressway between Canal Street and Elysian Fields Avenue amounts up to approximately 52,500 vehicles southbound and 46,000 vehicles northbound. About 14,000 vehicles are expected to use the exit and entrance ramps at Canal Street, and about 6,500 vehicles are expected to exit and enter at the Elysian Fields Avenue interchange.

Forecasts of 1980 average daily traffic on Vieux Carre streets show a significant decrease in volumes on almost all streets. The presently heavy traffic on Decatur and North Peters streets is expected to decrease to less than 5,000 with only about 2,500 vehicles forecast to pass Jackson Square. These figures compare with present volumes ranging from 15,000 to 25,000 vehicles.

Chartres Street is expected to be the most heavily traveled street in the Vieux Carre. This is primarily because Chartres Street is the only street in the Quarter which will conveniently permit traffic access to the southbound expressway ramp on Elysian Fields Avenue. Traffic volumes are expected to range from 3,000 to 7,000, several thousand less than the existing level. Traffic volumes on Bourbon and Royal streets are expected to be appreciably less than at present. Volumes assigned to these streets are less than 2,000 vehicles for most of their lengths. Forecasts for Dauphine and Burgundy streets indicate even lower average daily volumes.

The cross streets of the Quarter, such as Bienville, Toulouse, Dumaine, and Barracks streets, are not expected to carry more than 1,000 vehicles daily except in a few cases. Iberville Street is one case where volumes will exceed 1,000 at several locations. Heavier volumes are expected here because of the special role that Iberville Street plays in the circulation pattern around Canal Street and as an access street to parking facilities.

Traffic volumes along Esplanade Avenue and Canal Street will not increase appreciably over present levels which range between 10,000-20,000 vehicles on an average day. In fact, some reductions in volume are foreseen along certain portions of these roadways.

The proposed expressway is expected to reduce North Rampart Street traffic by about 50 percent. Future volumes will range from approximately 7,000 to 13,000 vehicles along its length.

Section 3. Leadership Attitudes

Approximately 40 confidential interviews were conducted with persons representing a range of interests concerned with the Vieux Carre. Respondents included leading businessmen, property owners, public officials, realtors, investors, and civic leaders. From the interviews, an understanding was obtained about local attitudes regarding the future of the Vieux Carre, its major strengths and weaknesses, and the broad dimensions of expected change.

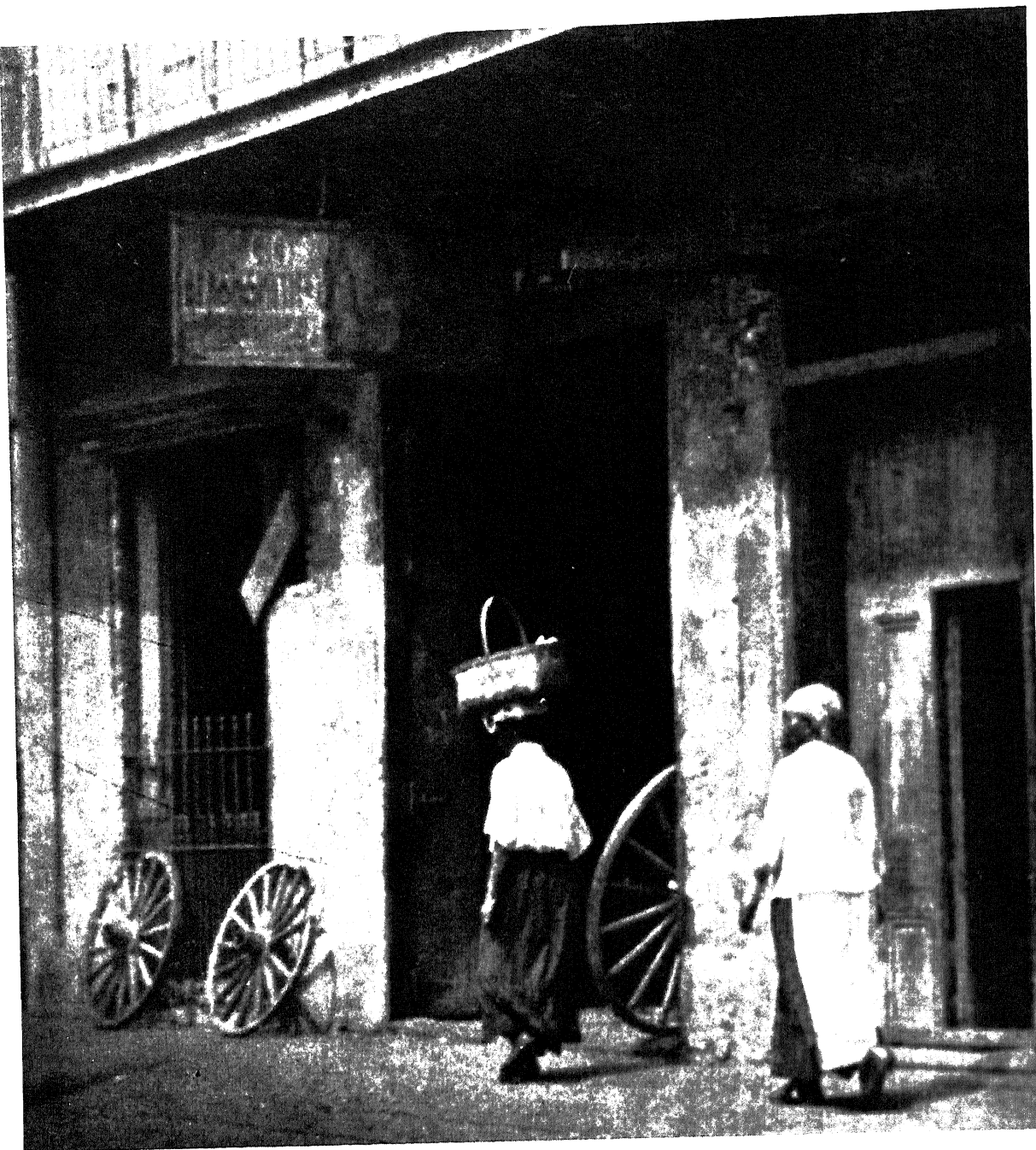
The informed judgments which these leaders brought to bear on Vieux Carre matters comprised a valuable ingredient in the policies and proposals recommended for the Vieux Carre.

Most persons interviewed had recommendations about desirable directions of change to eliminate problems and take advantage of special opportunities. The problem of administrative control to achieve historic preservation was a frequent topic. Concern centered particularly on the adequacy of the present administrative machinery.

The Quarter's Identity

One of the most significant findings of the interviews was the divergence in opinions about what contributed most in giving the Quarter its appeal and identity. There was little question of the important role played by historic buildings and Jackson Square, but attitudes about other aspects varied.

There were some who thought that Bourbon Street is detrimental to the Quarter's image and should be "cleaned up." Others felt that Bourbon Street provides an element of interest as important as the Cathedral and Cabildo. Many persons felt that all existing buildings, except obvious intrusions, should be preserved in order to maintain the Vieux Carre's sense of the past. Conversely, many stressed the need to accommodate a good measure of new construction, and they argued that new architecture need not necessarily be offensive to the area's environmental character. Although the narrow and congested streets were often



mentioned as a pressing problem, some respondents thought they give the Vieux Carre much of its "Old World charm."

There were also diverse sentiments about the diminishing number of Negro, Italian, and other lower-income families living in the Vieux Carre. It was argued that these people contribute to the Quarter's special quality and that physical and economic changes which are forcing them out should be resisted. A counter attitude was that the strong demand for middle and upper-income units should be accommodated because it promotes property improvements and creates a "built-in" demand for local business. Several respondents felt that "squalor and mystery" is very much a part of the Quarter's attractions and feared new construction will eventually give the area a "Hollywood" flavor.

The differences in opinion about the important components of the Vieux Carre's identity did not detract from a unanimous concern expressed for the Quarter's improvement. Generally, the leaders felt that even though the Quarter has a number of unique and well-known characteristics, it was deficient in many respects, especially in tourist facilities and services.

The importance of the Vieux Carre as a tourist center was cited in most interviews. An important distinction was made between summer and winter tourists. The winter tourists are felt to be mostly couples without children who come to the Quarter, often by air, with a sizeable budget to spend on entertainment and shopping. A large proportion of these tourists come from Chicago and other points in the Midwest and stay in the Quarter for several days.

The summer tourists were pictured as families with children coming from nearby southern states and traveling by car. Their financial resources are generally more limited than winter tourists' and they stay a shorter time. The summer tourists were characterized as walking through the art galleries and craft shops during the day and later cruising along Bourbon Street to catch the night life, i.e., maximizing the use of free attractions.

Most of those questioned felt that the International Trade Mart and Center Development would bring more conventions and conventioners to the city, thus directly increasing tourist trade in the Vieux Carre. There seems to be considerable pride taken in the judgment that it is primarily the Vieux Carre and not New Orleans generally that attracts conventions to the city. Yet, for

many respondents, this very fact highlighted the need for more attractions and facilities in the Quarter to enhance its drawing power.

There was a prevailing interest in a more diverse program of special activities for tourists and local visitors. A series of theatre and opera performances as well as jazz concerts would continue the city's historic tradition in the musical arts. Special guided tours, museums, and play areas, it was suggested by some, could be created for children, who now often have little to occupy themselves. Frequent mention was also made of the need to establish a more varied array of entertainment and eating places.

Physical Change

The most common reactions to existing physical conditions in the Vieux Carre focused on the quality of new construction, the recent increase in hotel-motel building, congested street traffic, and inadequate parking facilities.

Concern for the quality of current architecture was often illustrated by reference to some of the new hotel-motel development, frequently termed "artificial" and "inconsistent with the historic architecture." While some respondents were concerned about future construction simply being "stage sets" and "false fronts," others felt that the French Quarter should be made to look as it did years ago by adding more street lamps, galleries, balconies, and so forth. One difference in attitude was a desire to reproduce the old Vieux Carre style as closely as possible versus an acceptance by some of contemporary architecture as long as it is consistent with the overall character of the surroundings.

Most of those interviewed felt that new hotel and motel facilities are necessary in the Quarter to accommodate the increasing tourist and convention trade. Concern was expressed, however, about concentrating this new construction in appropriate blocks within the Quarter so it would not have a deleterious effect. A by-product of this new construction, the increased vehicular traffic to and from these facilities, was viewed as a problem because of the added strain it would place on the Quarter's already overburdened street system and parking supply.

By far the most widely held and deeply felt concern about conditions in the Quarter related to traffic and

parking. Most of those questioned expressed dissatisfaction with the heavy truck traffic on local streets and the use of Vieux Carre streets by through traffic, especially trucks. The combination of local delivery trucks, buses, and the autos of residents, businessmen, and visitors seriously congest Vieux Carre streets. On-street parking further impedes the flow of traffic.

Other matters described as problems were littered streets and the dilapidated appearance of many of the buildings in the Quarter; the lack of recreation and open space for tourists and residents, especially children; and the blighting character of industrial, wholesale, and warehouse structures, especially along the riverfront.

Many respondents suggested solutions to the traffic and parking problem. Their comments included blocking off the entire Vieux Carre to vehicular traffic and suggestions about closing off Royal and Bourbon streets to traffic during certain limited periods of the day. The removal of traffic on Royal Street during the mid-day period was described by some as a way of establishing a more hospitable pedestrian environment with sidewalk cafes and other street activities. Limited pick-up and delivery times for service vehicles, special off-street loading areas for tour buses, and more stringent controls on curb parking were also suggested.

Most of the leaders interviewed were either in favor of or resigned to the need for an expressway along the riverfront. However, many of them were quick to point out that they preferred the expressway to be at grade or depressed rather than elevated because of the detrimental effect of an elevated structure on Jackson Square and the rest of the area. Moreover, there was a feeling that the expressway would not actually lessen present congestion on local streets because of increased travel and tourism in the Quarter.

A general awareness existed throughout the interviewing that growth pressures in the Vieux Carre must be met by redeveloping major subareas within the historic district. The sections most frequently mentioned were the Decatur and Canal Street area near the Trade Mart and the Vieux Carre riverfront, especially between Jackson Square and Canal Street.

Finally, there was general agreement that additional administrative, financial, and technical tools must be found to promote restoration and rehabilitation of structures avoiding harmful structural and facade changes, increases in population density, and exces-

Traffic on Royal



sive rents. Several recent cases of "insensitive" rehabilitation have dramatized to many persons that the invaluable physical asset represented by existing historic buildings can be seriously eroded through neglect and poor taste.

Economic and Social Change

Many leaders were pleased with the recent influx of more prosperous residents and more prestigious stores. The general feeling was that local people used to look on the Quarter as a dirty place made up of bars and strip joints. In the last two decades the character of the Vieux Carre has changed from "dubious" to "as respectable as anywhere else in the city."

A common complaint was that recent residential restoration projects had increased dwelling unit densities in structures to an unreasonable level. Furthermore, it was charged that the quest for more units inevitably led to the desecration of interiors. There was general agreement that most future construction would be designed to supply efficiency and one-bedroom apartments rather than more spacious family units.

The rise in rentals and property values in the Quarter is regarded as beneficial in improving the quality of shops. It was frequently reasoned that as rentals go up, the quality of shops must increase in order to afford the higher rents, and, consequently, the entire tourist-oriented commercial community will be upgraded. Several optimistic leaders forecast the extension of shopping activities on Royal Street to its entire length and extending a block on each side of Royal Street along Toulouse, St. Peter and Conti streets. One already noted consequence of this upgrading along Royal Street is the trend toward more specialty and apparel shops with some antique stores moving to Chartres Street.

Vieux Carre Commission

A common view expressed in many interviews was the lack of "organization for action" in the Vieux Carre. The group most often mentioned in this regard was the Vieux Carre Commission. Some leaders praised the Commission for doing as good a job as possible under present conditions, particularly the budget constraints. Many of the statements about the Commission, however, were adverse ones. These criticisms varied from concern that the Commission muddled too much in insignificant matters to charges that its actions

were not fairly administered and its members were limited in their outlook about the Vieux Carre's future. In addition, there was a feeling that "City Hall" is reluctant to reinforce or extend existing Commission powers because it is not sufficiently concerned with the Quarter's future as a historic district.

In sum, it is fair to say that the Vieux Carre Commission was generally characterized as a group which, even considering its handicaps, has not succeeded in doing the job as well as it should have. Consequently, both preservationists and businessmen have been disappointed.

Comments were made about the need for broadening the Commission's powers and responsibilities. Other suggestions centered on insuring that the membership of the Commission represent a variety of Vieux Carre interests. Also, there was expressed a desire to have the Commission headed by a strong Commissioner or an experienced professional staff director with policy initiating responsibilities. The absence of firm policies and standards to guide Commission decision making was noted by many as a chief cause of past and present difficulties.

Section 4. Relating the Tout Ensemble to Change

The amount of physical change to be planned for the Vieux Carre, excluding rehabilitation-restoration activity, depends on relating 1) *the future supply* of land and buildings that can be appropriately redeveloped and adapted to new uses, to 2) *the future demand* projected through economic and planning analysis for various uses and facilities. Because historic preservation is the overriding concern, only a limited portion of the Quarter can be subject to any extensive change. The character, quality, scale, timing, and location of the changes that will take place, therefore, are of critical importance in insuring the historical continuity of the Vieux Carre's identity, its tout ensemble.

As part of an expanding metropolitan area economy, the Vieux Carre is subject to continuing growth within the limits imposed upon it by development controls and limited space. By the turn of the century the economy of the French Quarter probably will be even more specialized than it is today.

Future Demand

Analysis of economic demands discussed previously indicates a continued strong market in the historic district for these main types of development:

Housing: Housing market projections indicate a demand for about 7,100 housing units by 1985 and a total of 9,400 units by the year 2000. In 1965 there were 4,848 units in the Vieux Carre. A greater proportion of these units in the future will be apartments.

Commercial Space: Commercial floor space needs (totaling 733,100 square feet in 1965) will more than double (to 1,600,000 square feet) in the 20-year period 1965-1985 and increase to 2,600,000 square feet by the end of the century. Most of this space will be in traditional Vieux Carre activities: restaurants, bars, antique shops, and other small specialty stores.

Transient Accommodations: It is expected that by 1985 there will be a demand for 3,400 hotel and motel rooms in the Quarter, as against 1,550 units existing in 1965. By the year 2000, the demand will reach 4,900 rooms.

Office Space: At present only about 200,000 square feet of office floor space exist in the area, but by 1985 a demand for an additional 650,000 square feet of multiple occupancy office space is forecast for the Quarter, increasing to a total amount of 1,600,000 square feet by the year 2000.

Other Demands: Besides these market demands, additional land must be provided within the future Vieux Carre for a variety of public and institutional uses—parks and open spaces, street improvements, and other facilities.

For a full understanding of the dimension of future demands, the market projections for housing, commercial and office space, and transient accommodations need to be translated into land area requirements. Assuming current building height, coverage, density, and related regulatory controls (including off-street parking requirements), an estimated 68 acres of land would need to be made available for development within the Vieux Carre by 1985 to accommodate anticipated growth demands. An additional 70 acres would be needed by the year 2000. Of this 138-acre total, about 82 acres would be required for residential growth (mainly in apartments) and about 56 acres for

commercial use, office space, and transient accommodations.

Additional land would also be needed in the Quarter for community facilities and other public uses to serve the expanding needs of tourists, residents, and others.

Future Supply

Besides a relatively small amount of open land not permanently committed to park or other open space uses, sites for future construction will have to be obtained through selective redevelopment. Guidelines are needed to assist in making specific decisions about what buildings within the historic district can and cannot be replaced to provide for needed change.

The Architectural-Historic Evaluation identified buildings of irreplaceable value and also those that are objectionable or of no value to the tout ensemble. Within these extremes a consideration of architectural-historic significance alone is insufficient to provide guidance on preservation treatment. A composite treatment index was therefore devised scoring each building in the Vieux Carre on the basis of each of three factors 1) a building's architectural-historic significance, 2) its land use compatibility, and 3) its physical condition.

TREATMENT INDEX

Scoring System: The scoring system used for the Treatment Index was as follows:

- 1. *Architectural-Historic Significance:* The most important single factor in scoring was a building's *Architectural-Historic Significance*. Because of its overriding importance, this factor was given twice the weight of the two other factors.

Rating	Score
"National" or "Major Significance"	8
"Of Local Importance"	4
"Of Value as Part of the Scene"	2
"Of No Importance, or Objectionable"	0

- 2. *Land Use Compatibility:* The land use compatibility of each building was determined by scoring a building's use according to its degree of compatibility relative to its character area (see Table 12).

Land Use	Score
Compatible	2
Acceptable	1
Not Compatible	0

TABLE 12. LAND USE COMPATIBILITY RATINGS BY CHARACTER AREA

EXISTING LAND USE	CHARACTER AREA					
	TOURIST	COMMERCIAL FRINGE	UPPER DECATUR	FRENCH MARKET	MIXED RESIDENTIAL	LOW-DENSITY RESIDENTIAL
Residential	1	1	0	1	2	2
Transient Lodgings	2	2	2	0	1	0
Central Commercial	0	2	0	0	0	0
Tourist Commercial	2	1	2	2	1	0
Bars, Restaurants	2	1	2	2	1	0
Neighborhood Shopping	2	1	2	2	2	1
Auto Sales and Service	0	2	0	0	0	0
Storage and Wholesaling	0	0	2	2	0	0
Light Industrial	0	0	2	2	0	0
Heavy Industrial	0	0	0	0	0	0
Parks and Open Space	2	2	2	2	2	2
Community Facilities	2	2	2	2	2	2
Utilities	0	2	2	0	0	0
Parking Facilities	1	2	2	2	1	1
Mixed Residential-Commercial	2	2	1	2	2	0

2 = Compatible Use; 1 = Acceptable Use; 0 = Not Compatible Use.

3. *Physical Condition:* Based on the Vieux Carre Building Condition Survey each building was rated by condition and weighted as follows:

Condition	Score
Sound, or Requiring Minor Repairs	2
Requiring Major Repairs	1
Dilapidated (or Structurally Substandard)	0

To be placed in Group B, buildings must be rated at least of value as part of the scene (2 points), be in sound condition or require minor repairs (2 points), and be a compatible use (2 points) for a total score of 6, or be rated of local importance (4 points) and either be in sound condition or require minor repairs (2 points), or be a compatible use (2 points) for a total score of 6. Any building that is either *dilapidated or not compatible* must be at least of local importance to rank in Group B.

TREATMENT GROUPS

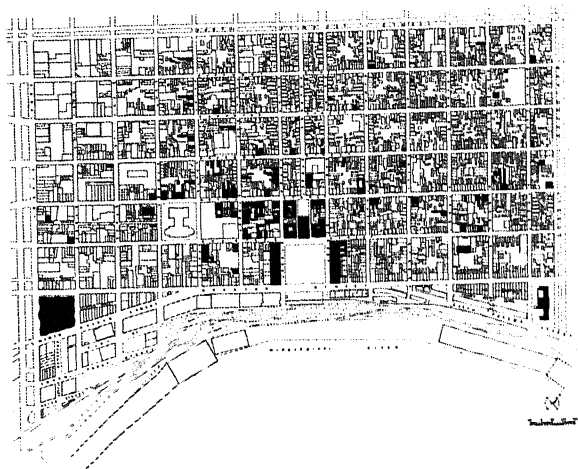
Buildings were then ranked in the following treatment groups:

Group A (Over 8 Points): Buildings in this group are of irreplaceable architectural and historic value. In no event should they be replaced or changed unless such work is required to conserve or restore them.

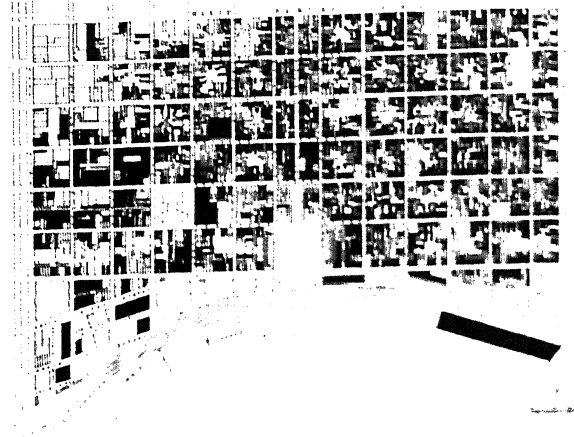
Group B (6 to 8 Points): These are buildings that should remain unless unusual and compelling requirements dictate replacement. Any replacement should be of considerably higher quality in use and design.

Group C (4 and 5 Points): Buildings in this group are not essential to the preservation of the tout ensemble but any replacement should be by a clearly more suitable use and structure.

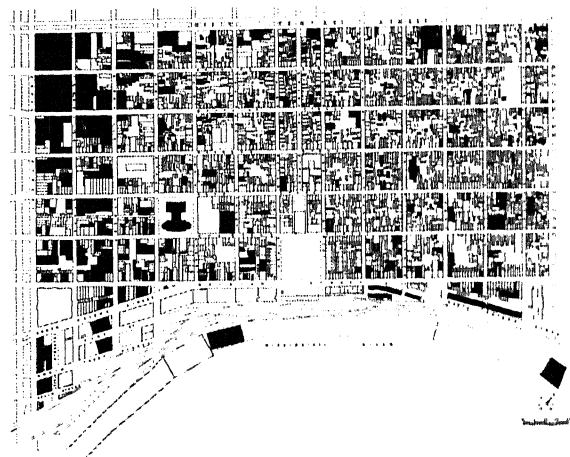
Buildings in Group C must be compatible in use (2 points) and be no worse physically than requiring major repairs (1 point) or only of value as part of the scene (1 point) for a minimum total of 3. Any building in sound condition or requiring minor repairs (2 points) and be a compatible use (2 points) falls in Group B. As does any building of local importance (4 points) regardless of use and physical condition.



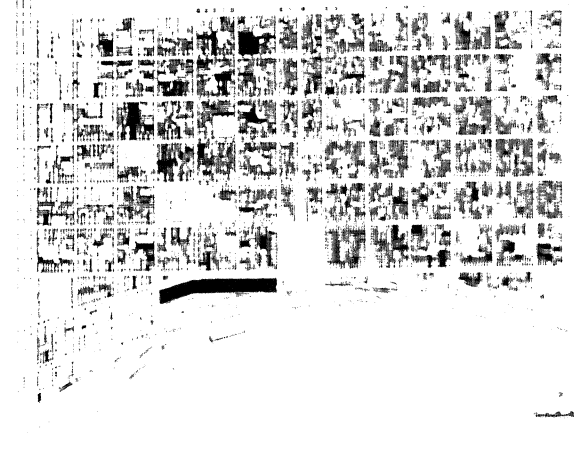
Group A



Group B



Group C



Group D

Figure 31: Treatment index

Group D (0 to 3 Points): Any building receiving less than 4 points was placed in *Group D*. Because of a negative combination of *architectural-historic significance*, *physical condition*, and *land use compatibility* factors, buildings in *Group D* are regarded as eligible for clearance and redevelopment. It is important to note that no building of *local importance* can rank as low as *Group D*.

TABLE 13. NUMBER OF BUILDINGS BY TREATMENT GROUPS, VIEUX CARRE STUDY AREA, 1966

GROUP	NUMBER OF BUILDINGS	PERCENT
A	205	6.6
B	1,963	64.0
C	666	21.7
D	236	7.7
	3,070	100.0

LOCATIONAL PATTERN OF TREATMENT GROUPS

Group A (see sketch map in margin), as previously stated, contains all structures rated of national or major architectural historic importance. The 205 structures in Group A, 6.6 percent of the total, are centered around Jackson Square and along Royal Street, with isolated examples occurring throughout the residential areas and at either end of Decatur Street, i.e., the U. S. Mint and the Custom House.

Group B, by far the predominant group in the Vieux Carre (64 percent of all structures), generally follows the same locational pattern as those structures rated *Of Importance* and *Of Value as Part of the Scene* in the architectural historic evaluation survey.

Group C (666 buildings or 21.7 percent) are primarily located along both ends of Decatur and Chartres streets, along the upper portion of Iberville and Bienville streets, and along the entire length of North Rampart Street.

The buildings in Group D, with the exception of accessory structures and one or two isolated examples, are restricted to three areas: near the Jackson Brewery, in the lower Decatur Street area and within the section bounded by Bienville, North Rampart, Orleans and Royal streets.

QUANTITY OF SUPPLY

Each parcel that the treatment index showed as subject to future change was surveyed in the field. Parcels with buildings were rated either 1) highly objectionable to the tout ensemble, 2) objectionable, or 3) of no value to the tout ensemble. Open land suitable for future development was also identified in the field. Existing parking areas requiring screening were noted as well. As a guideline, the height of new structures on parcels to be redeveloped was also indicated. The accompanying map summarizes the findings of the survey. The map shows which buildings and open areas are fixed and which are considered subject to redevelopment without endangering the Quarter's historic character.

Group A includes a total of 14.7 acres, none of which should be subject to future clearance and redevelopment. Groups B, C, and D include 106.2 acres, 42.2 acres, and 14.2 acres respectively. Requirements indicate that 17.7 acres in Groups B and C should be redeveloped by 1985. All of the land in Group D, amounting to 10.8 acres, is considered suitable for redevelopment by 1985.

Open land available for development amounts to 13.3 acres, all of which is expected to be used up by 1985 (see map).

The Vieux Carre Study Area includes a total area of 258.5 acres. From the discussion above, it is estimated that 47.1 acres of this total can be utilized for additional growth demands by 1985 without impairing overriding historic preservation objectives.

Supply and Demand Comparisons

Estimates of the future supply of developable land can now be compared to the previous estimates of future demand. In making this comparison, it is useful to distinguish between the area lakeside of North Peters Street and the Riverfront Area from the Mississippi to North Peters. The lakeside area, the original historic settlement, is densely built-up so that new development will be very selective, mainly on a lot-by-lot basis. The Riverfront Area, containing open land and only one structure of architectural-historic significance, is subject to extensive long-range redevelopment.

The following table summarizes the findings in regard to the future supply of redevelopment land lakeside and riverside of North Peters Street:

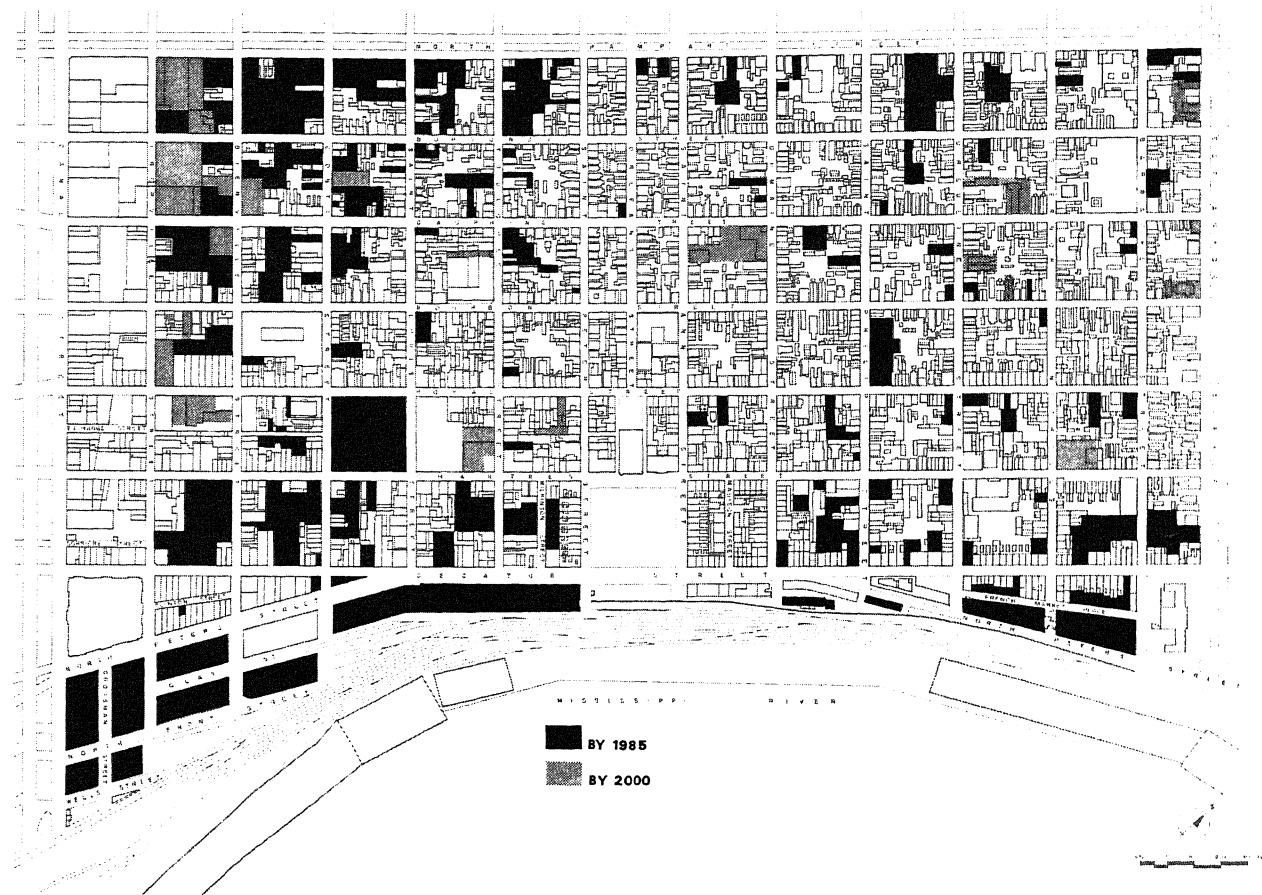


Figure 32: Potential redevelopment areas

TABLE 14. SUPPLY: POTENTIAL LAND FOR DEVELOPMENT IN THE VIEUX CARRE, 1965-1985

TREATMENT GROUP	LAKESIDE OF NORTH PETERS ST. (acres)	NORTH PETERS ST. TO RIVER (acres)	ALL VIEUX CARRE (acres)
A	—	—	—
B and C	17.7	1.9	19.6
D	10.8	3.4	14.2
Open Land	4.9	8.4	13.3
TOTAL	33.4	13.7	47.1

As previously discussed, a demand is forecast for approximately 68 acres of Vieux Carre land during the period 1965-1985 and an additional 70 acres, between 1985 and 2000. When this is compared with a supply lakeside of North Peters Street of 33.4 acres which can be expected to be absorbed by 1985, a serious deficiency in land available for new development can be anticipated, becoming critical after 1985.

TABLE 15. SUPPLY AND DEMAND FOR REDEVELOPMENT LAND IN THE VIEUX CARRE, 1965-2000

	1965-1985 (acres)	1985-2000 (acres)	TOTAL (acres)
Demand	68.0	70.0	138.0
Supply	47.1	—	47.1
Lakeside of North Peters St. (33.4)	—	—	(33.4)
North Peters St. to River (13.7)	—	—	(13.7)
Deficiency*	20.9	70.0	90.9

* The estimated land deficiency does not include future needs for community facilities and other public uses.

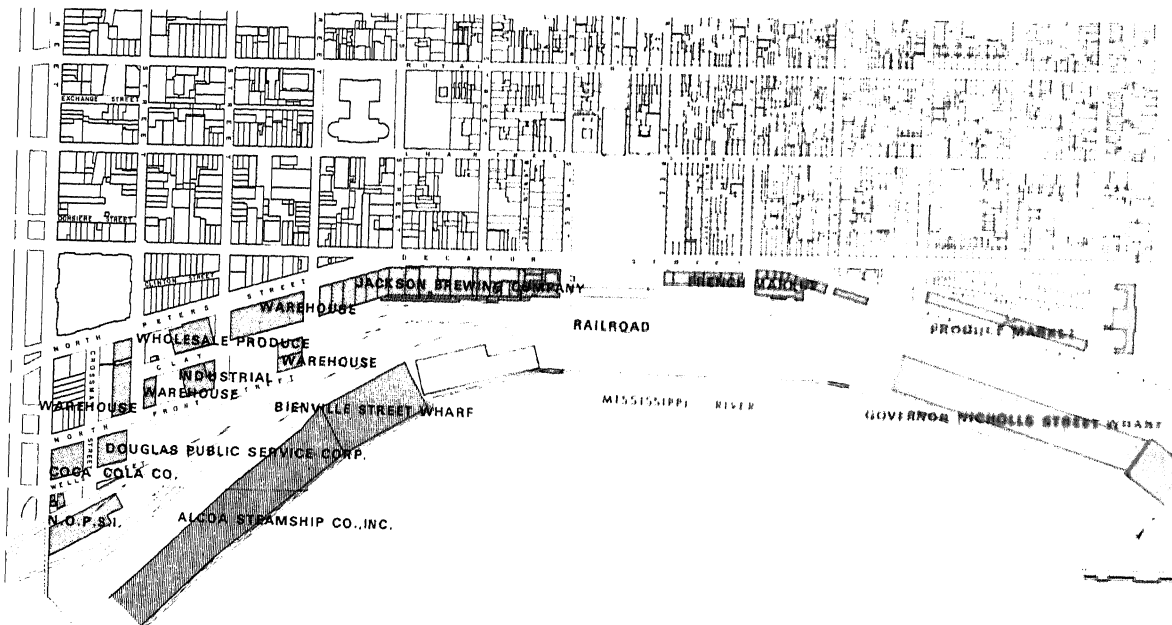
Policy Implications

Part of this deficiency can be met through a higher density of development in the squares fronting Canal Street. As mentioned previously, this area is outside the legal limits of the historic district and therefore is not subject to historic and architectural controls.

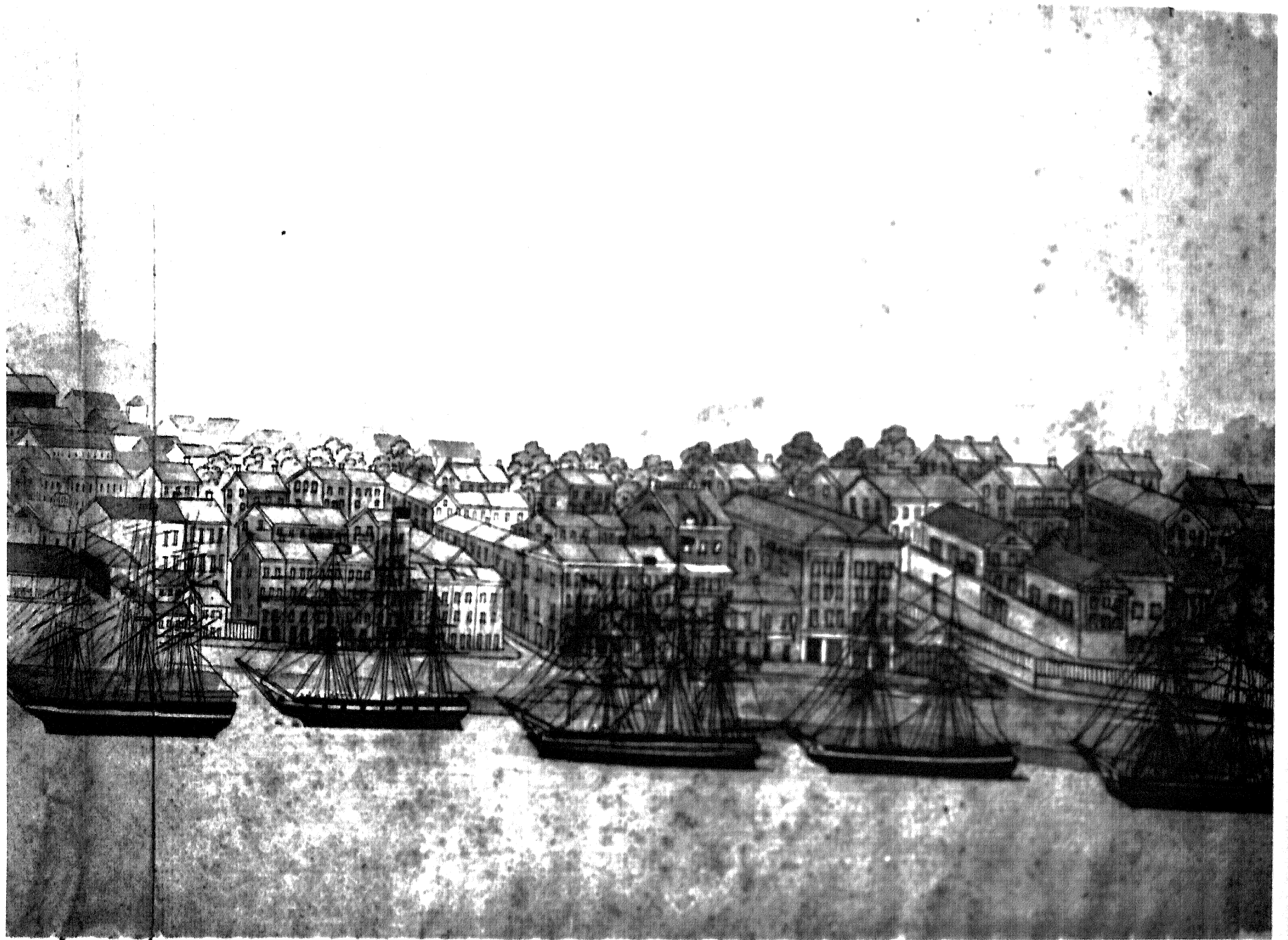
More than half of the total demand for land (82 of 138 acres) is residential. City policy should be directed toward the redevelopment of alternative housing sites within the Central Area to relieve increasing pressures on the Vieux Carre. The nonresidential growth pressures in the Quarter, especially for tourist-oriented commercial uses, hotels and motels, and parking facilities, will undoubtedly be more insistent. Alternative sites for these uses in the Central Area outside the Vieux Carre area, on the whole, less attractive to investors and developers.

The Riverfront Area from North Peters Street to the river includes 16.6 acres of which 16.6 acres are now industrial and 1.4 acres in railroad use. No portion of the lakeside and railroad area, however, has been included in the above estimates of supply. About 16.0 acres of railroad land will be included in the right-of-way of the proposed Riverfront Expressway. It can be seen that the large-scale redevelopment of the Riverfront Area can satisfy an important part of the Vieux Carre's expected deficiency in land available for future development, particularly after 1985.

Figure 33: The riverfront area







PART IV

THE RECOMMENDED PLAN



Goals and Policies

This part of the report presents the recommended Plan for the Vieux Carre and a program of action to implement the proposals contained in the Plan. The Plan consists of interrelated long-range, intermediate, and short-range components, so that proposals for more immediate action can be understood within the framework of long-range goals for the preservation of the historic district.

Proposed Long-Range Goals

The long-range goals for the Vieux Carre can be stated as follows:

1. Preserve the Vieux Carre as a historic district of national significance.
2. Guide change to insure the historical continuity of the Vieux Carre's environmental unity, its tout ensemble.
3. Improve the quality of the Vieux Carre's environment by eliminating incompatible and undesirable uses and structures, providing needed amenities and services, and strengthening incentives and controls to improve design standards for new construction and for the rehabilitation of existing buildings.
4. Realize the Vieux Carre's physical, social, and economic potential as an important tourist center, a resource for the people of the metropolitan area, a desirable in-town residential district, a focal area for the arts and crafts, a major shopping and entertainment complex, and a vital part of the city's economic and tax base.
5. Provide needed facilities and services to support and enhance the functioning of the historic district for serving visitors, residents, and workers.
6. Provide facilities to improve traffic circulation, transit service, and automobile storage within the historic district consistent with proper environmental standards.

Proposed Policies

To achieve these long-range goals for the Vieux Carre, a statement of policies is needed to guide everyday decisions by a variety of public agencies concerned with the preservation and improvement of the historic district. Agreement on basic policies can serve to coordinate these daily decisions in terms of long-range

goals and assist private individuals in making better investment decisions.

PRESERVATION POLICIES

1. Preservation should encompass both the physical and functional elements of the Vieux Carre that contribute to its identity and environmental unity.
2. Public action should be especially directed at retaining and strengthening the Quarter's diversity and authenticity.
3. The Vieux Carre should be continued as a living, functioning community, not a museum complex.
4. The quality of rehabilitation-restoration work in the Vieux Carre should be improved through positive programs of financial and technical assistance as well as the application of such negative controls as zoning and building regulations.
5. The maintenance and repair of buildings of architectural and historic significance should be assured by public action where necessary.
6. Individual structures should be continued in uses that are compatible with their architectural character.
7. Changes in density resulting from rehabilitation should be carefully controlled.
8. Systematic code enforcement should be carried out within the Quarter to upgrade existing building conditions and prevent demolition by neglect.

DEVELOPMENT POLICIES

1. Development should be channelled to remove obsolete buildings and renew declining sub-areas within the Quarter, and should be diverted away from the historic core where older structures are concentrated.
2. New buildings should be carefully related to existing structures in terms of height, material, color, form, and site plan and should honestly express present-day requirements.
3. New construction should be consistent in design and location with the existing historic context and architectural setting.
4. Physical development should be planned to delineate more strongly the physical limits of the Vieux Carre with the Mississippi reestablished as the natural physical boundary of the Quarter.
5. The pattern of development within the Vieux Carre and centers of activity adjoining the Quarter, especially the International Trade Mart, the

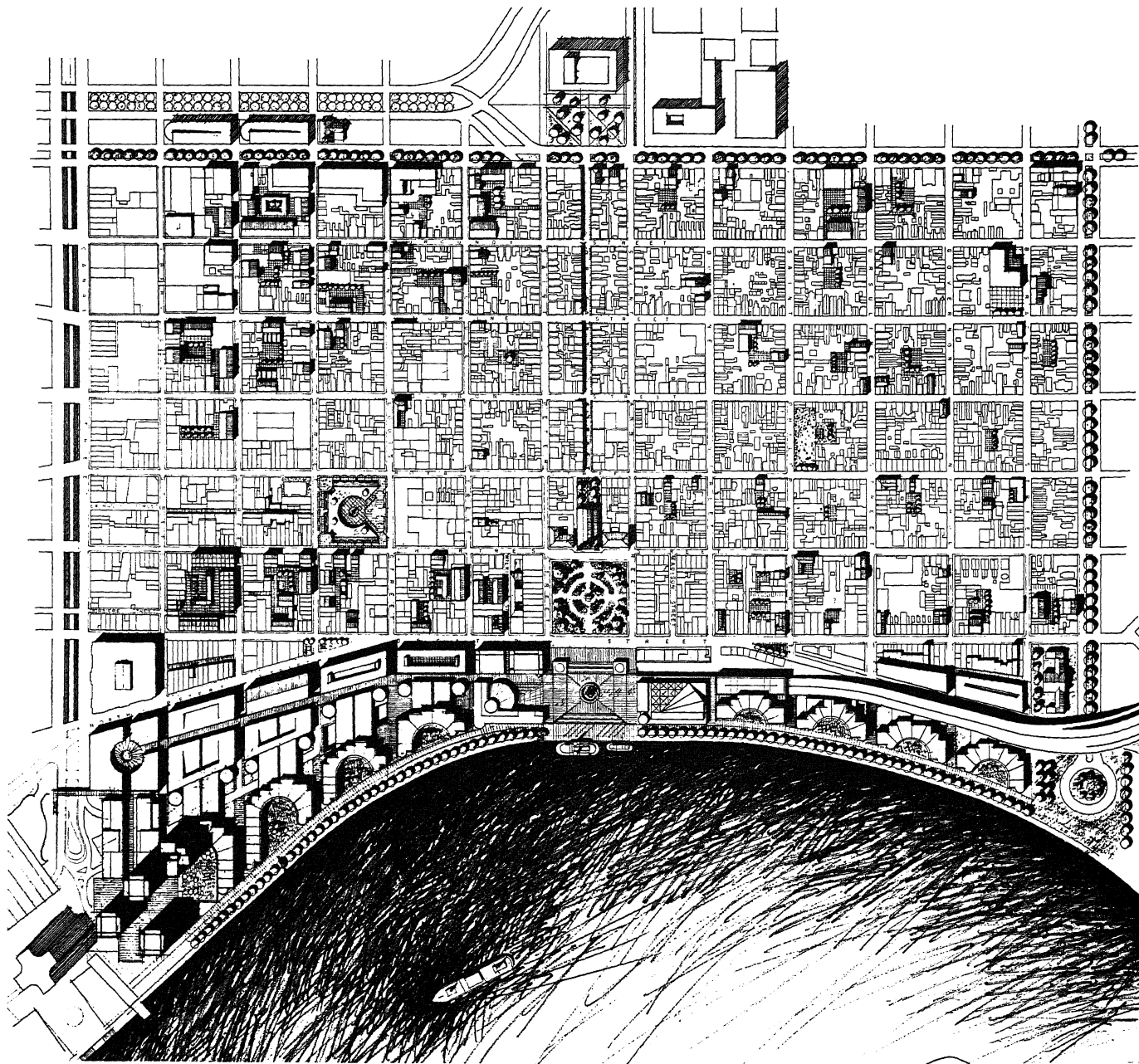


Figure 34: Long range illustrative site plan – riverfront expressway at grade

central retail area, and the proposed new cultural center should be closely related to one another.

6. The range of available facilities within the Vieux Carre should be greatly expanded, including additional facilities for tourists and visitors, community facilities for local residents, and supporting cultural and entertainment activities for out-of-town visitors and city and Vieux Carre residents.
7. A system of public and private open space should be developed to provide an internal physical structure to the Quarter and reestablish the visual and physical link between the riverfront and the area of original settlement.
8. Historic open spaces and similar features should be recreated wherever feasible to serve modern needs for amenity and use.

TRANSPORTATION POLICIES

1. The requirements of the automobile should be recognized but subordinated to the need for preserving the quality of the historic environment.
2. Internal circulation, service, and goods-handling within the Quarter should be improved with through traffic diverted from local streets.
3. Conflicts between pedestrian and vehicular traffic should be minimized and the quality of the pedestrian environment greatly upgraded.
4. An internal transit system for tourists and others should be established.
5. The Riverfront Expressway should be carefully designed to reduce its negative impact on the Quarter.
6. Parking facilities should be expanded to provide for future demands and properly located to minimize future disruption.

Vieux Carre Plan

The Vieux Carre Plan consists of a series of component elements including 1) illustrative site plans, 2) proposals for areas requiring detailed design treatment, 3) a plan of proposed land use, and 4) recommendations regarding circulation and parking.

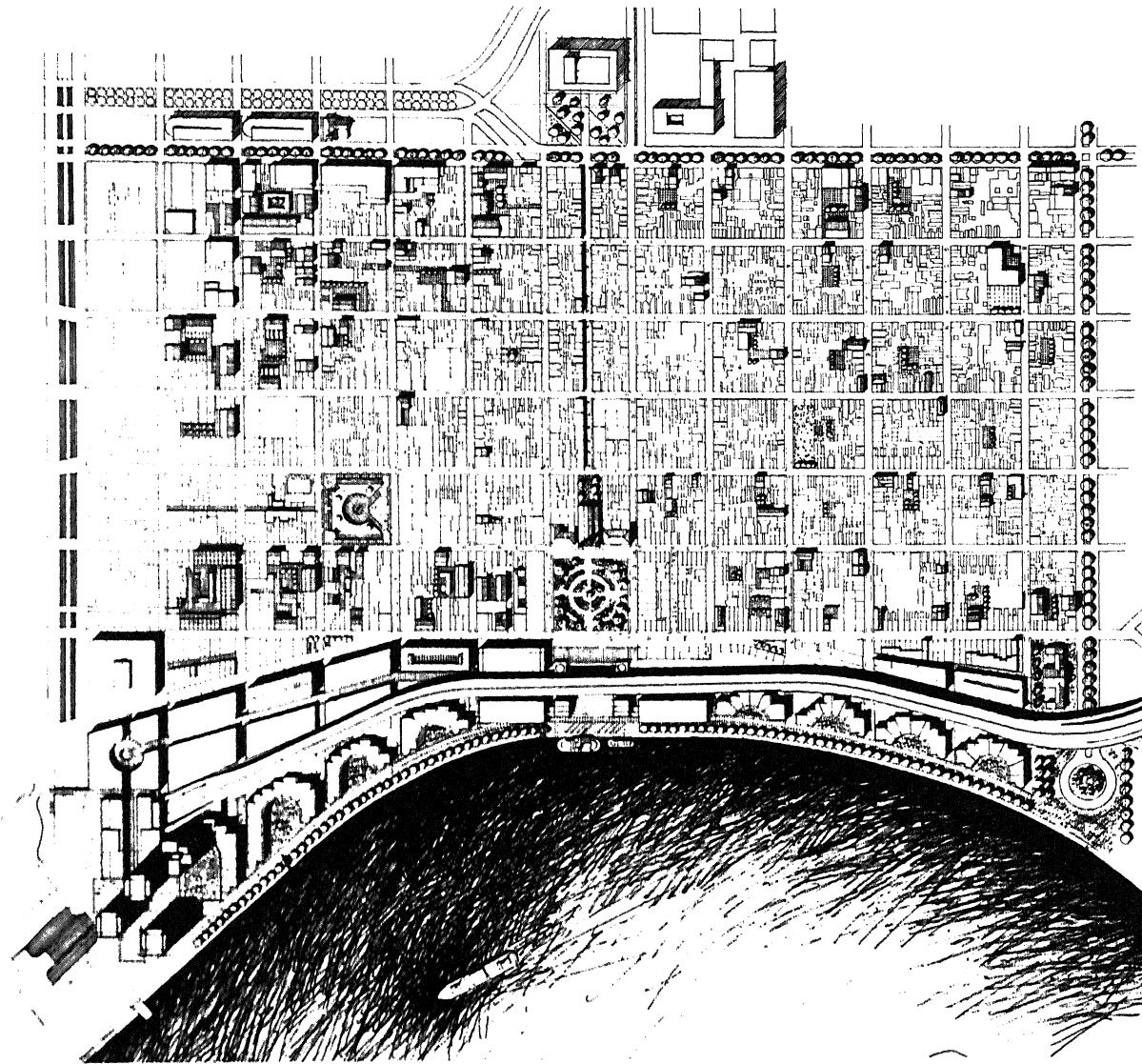


Figure 35: Long range illustrative site plan-riverfront expressway elevated

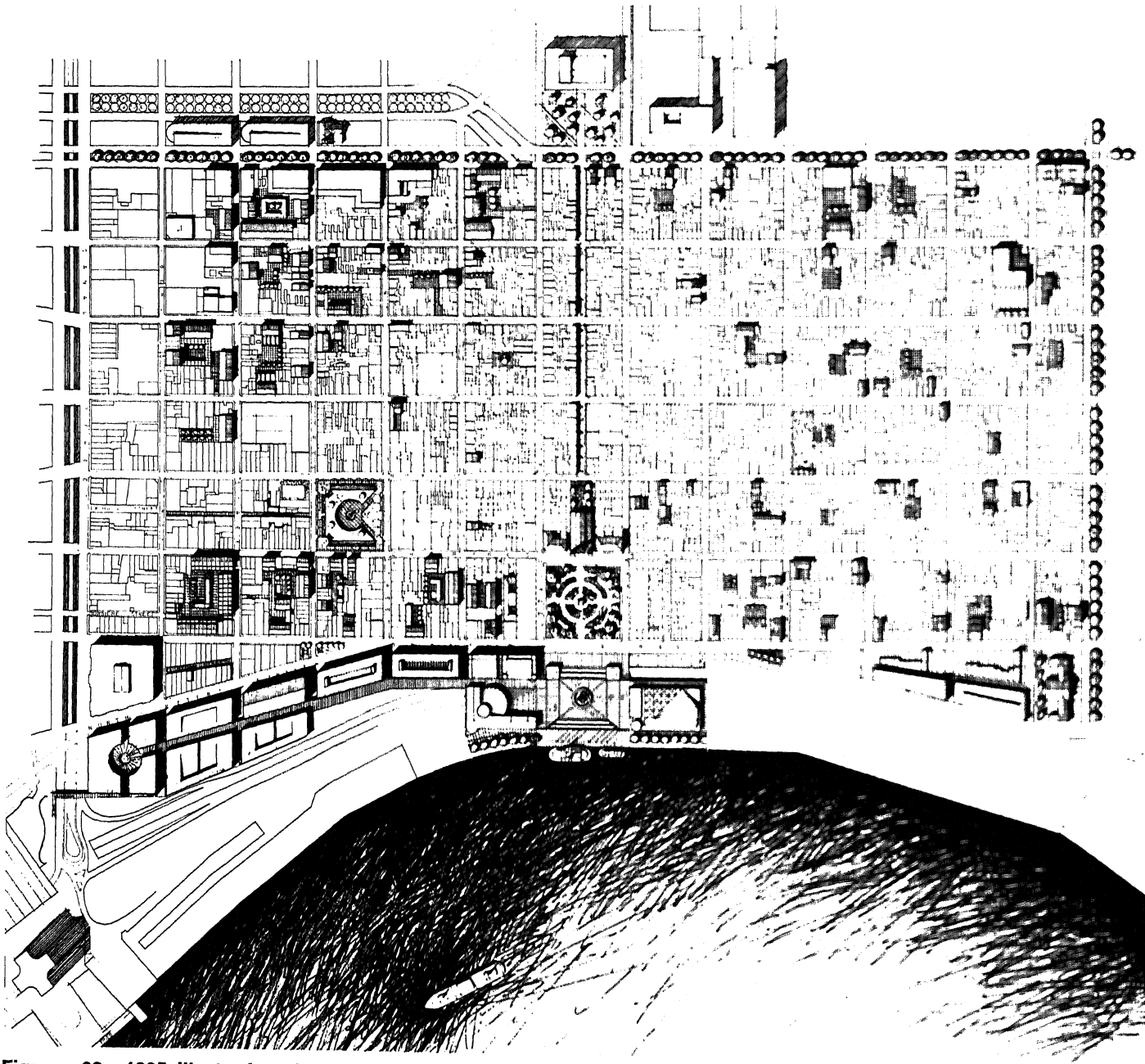


Figure 36: 1985 illustrative site plan

The Plan contains both long-range and short-range recommendations. When projected economic demand is related to areas suitable for redevelopment, it can be anticipated that most of the suitable parcels lake-side of North Peters Street will be absorbed by 1985. The Riverfront Area between North Peters Street and the river, on the other hand, is the only large concentration of land within the Vieux Carre suitable for long-range redevelopment. This area offers the potential for dramatic replanning and can serve a vital future role as a "safety-valve" for redirecting detrimental development pressures away from the historic core.

The dock buildings, railroad tracks, and industrial structures now located in the Riverfront Area are clearly incompatible with the historic character of the Quarter. As these existing activities are gradually relocated or are phased out of existence, riverfront land will become available for reuse and replanning. The docks and railroad tracks currently play an important role in the Port and economy of New Orleans and cannot be feasibly replaced in the near future. However, because most (though not all) of the Riverfront Area is in public ownership, redevelopment can be phased over the necessary period of time to allow for staged relocation of existing activities.

Most of the area between the Riverfront Expressway and the river, as shown on the accompanying map is proposed for long-range redevelopment after 1985.

Parcels between the expressway and North Rampart Street designated as suitable for redevelopment are proposed for action between now and 1985.

The long-range recommendations are designed to achieve planning objectives that are essential to the historic preservation of the Quarter but cannot be feasibly undertaken now or in the immediate future. Basically they provide a useful long-term perspective for current public and private investment decisions that may otherwise be made in ways that needlessly hamper rather than support the implementation of the Plan. The design of the Riverfront Expressway is an obvious case in point.

The shorter-range proposals are considered both desirable and feasible. These proposals, geared to the year 1985, establish a basis for programming capital improvements in the Vieux Carre and identifying the character, cost, and scheduling of specific improvement projects, as spelled out in the Action Program.

The Plan in Detail

Riverfront Area

For discussion purposes, the Plan can be divided into proposals for the Riverfront Area and those for the remainder of the Vieux Carre.

The major proposals for the Riverfront Area are:

- Along the river's edge, an *in-town residential community* of apartments, restaurants, and related facilities lining a new *riverfront promenade* that would extend from the International Trade Mart to the Old Mint.
- A complex of office and apartment towers, stores, tourist accommodations, and parking structures adjoining the International Trade Mart on the river end of Canal Street.
- Place Pontalba constructed as a physical extension of Jackson Square to the river.
- Riverfront Center to include a visitors center, a hotel, an arts and crafts center, antique mart, shops, entertainment activities, and a series of parking garages serving the entire Vieux Carre.

The staged redevelopment of the Vieux Carre's Riverfront Area should be based on clearly defined *planning and design principles*:

1. The Riverfront Area should be replanned as a unified development district. Because the area is primarily in public ownership already, redevelopment can be staged over a sufficient period of time to amortize existing investments in port and other riverfront facilities.
2. Incompatible industrial, wholesaling, and heavy goods handling activities should be replaced by a rich diversity of compatible activities, including in-town housing, shops, offices, parks and open spaces, and tourist service uses.
3. Through the construction of buildings, parking garages, traffic facilities, and landscaped open spaces in a unified multi-level development, the impact of future traffic on the historic district can be controlled and a higher standard of environmental planning achieved.

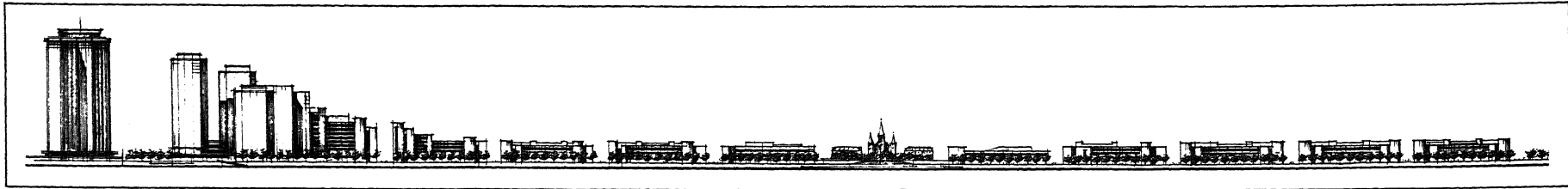


Figure 37: Proposed riverfront development as seen from the Mississippi River

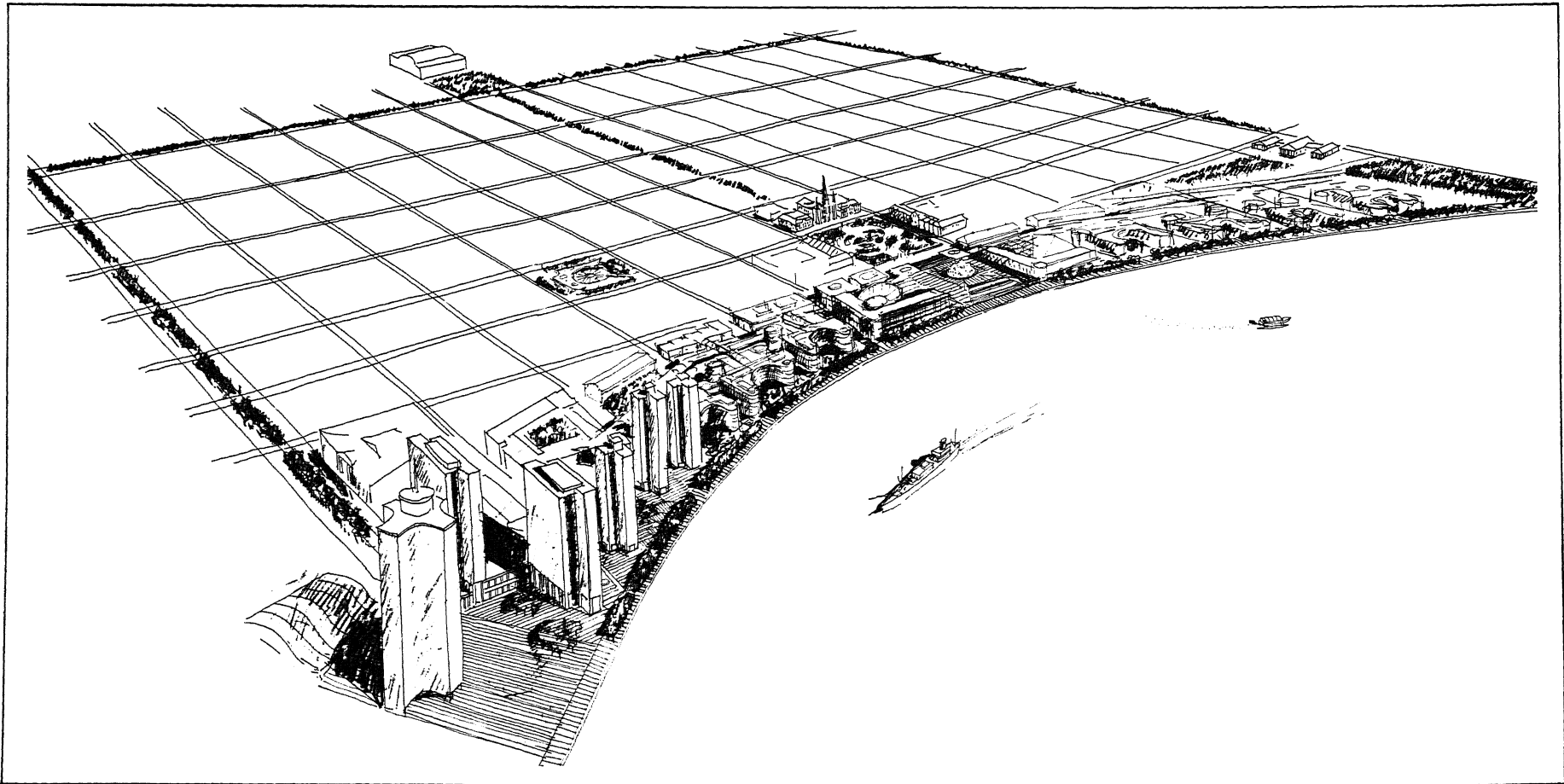


Figure 38: Overall view of the Vieux Carre riverfront development

4. New riverfront development should support rather than detract from the preservation of the historic environment and, acting as a safety valve, help divert economic pressures away from the original settlement by providing new opportunities for private developers riverside of North Peters Street.
5. Redevelopment should restore the physical and visual link between the historic core and the river, reclaim the river's edge for scenic and recreation use, and, by opening the Vieux Carre to the water, reestablish the Mississippi as the natural physical boundary of the historic district.
6. The new Riverfront should improve the functional and physical connection between the Vieux Carre and the Central Business District, especially the tie between the International Trade Mart-lower Canal Street area and Jackson Square, the symbolic focus of the Vieux Carre.
7. The physical design of the Riverfront Area should incorporate these features:

New development should be consistent with the character of the historic core—the intimate domestic scale of street life in the old district should be carefully preserved—the regularity and clarity of the Quarter's street grid should be extended into the Riverfront Area—the pattern of interior courtyards should be maintained and linked together to form a pedestrian network throughout the redeveloped area—historic features such as the Riverfront Promenade should be recreated as a green spine along the river's edge—three main focal points of activities should be developed: 1) adjoining the International Trade Mart, 2) at Jackson Square, and 3) around the Mint—through multi-level construction, circulation and parking facilities should be provided as an integral part of the development complex—Place Pontalba should be constructed as a physical extension of Jackson Square to the river—other strong physical and visual connections should be introduced to reestablish the historic tie between the original settlement and the river—development and landscaping should clearly define the physical boundaries of the historic district and closely relate the new development to the old.

RIVERFRONT RESIDENTIAL COMMUNITY

Approximately 1,200 dwelling units would be constructed under the Plan through the development of a series of apartment structures fronting the river along a new tree-lined Riverfront Promenade. The design and arrangement of the apartments would be oriented to the existing street grid, the proposed expressway, and the spectacular views that result from the tight bend in the Mississippi which occurs here.

The apartment buildings as well as other new structures in the Riverfront Area would be consistent in height with surrounding historic structures. This would prevent a wall of high buildings from being created, blocking off the older area of the Quarter from the river.

Parking and loading sufficient to satisfy the requirements of the project would be furnished on site.

A design for the residential community is illustrated in the accompanying cross-section.¹ Two levels of parking would be provided under a platform upon which the apartment structures would be constructed. The top of the platform would be landscaped to serve as open space for residents. The platform would be built one level above the Riverfront Promenade so that shops, restaurants, cafes, and similar facilities could be constructed beneath the platform deck facing the Promenade. About 200,000 square feet of commercial floor space would be created in this way.

The Promenade is conceived as an actively used pedestrian corridor linking together the International Trade Mart, Jackson Square, and the lower portion of the Vieux Carre. Between Jackson Square and the Trade Mart specialty shops, restaurants, and entertainment places might appropriately feature the food, wares, and folk music of many foreign nations. The mixture of residential, commercial, and recreational activities would complement each other and lend new vitality to a section of the Vieux Carre which unfortunately has been long neglected.

LOWER CANAL STREET

The river end of Canal Street between North Peters Street and the Mississippi will undergo almost complete change in the near future as a result of the completion of the International Trade Mart and the Riverfront Expressway. Though this area is outside the legal

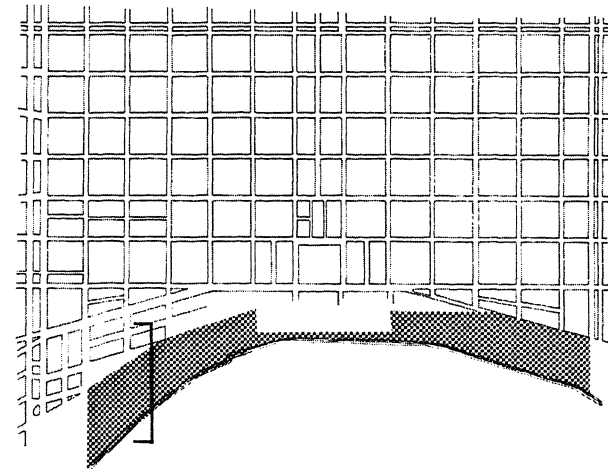


Figure 39: Proposed riverfront residential area

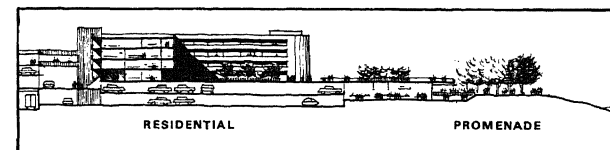


Figure 40: Proposed residential area—section

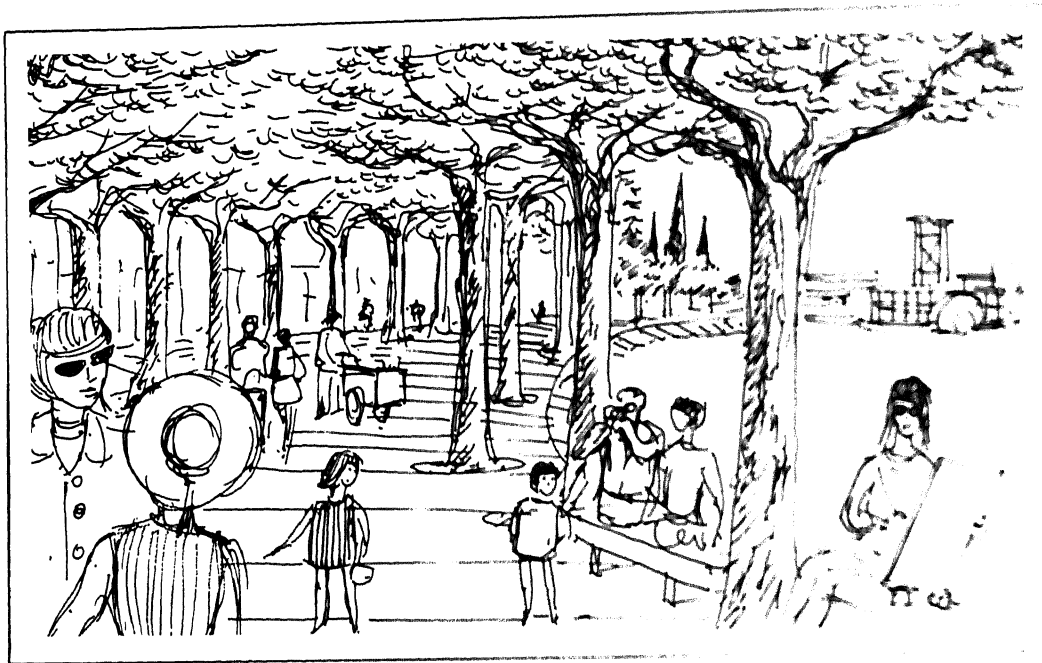


Figure 41: Proposed riverfront promenade

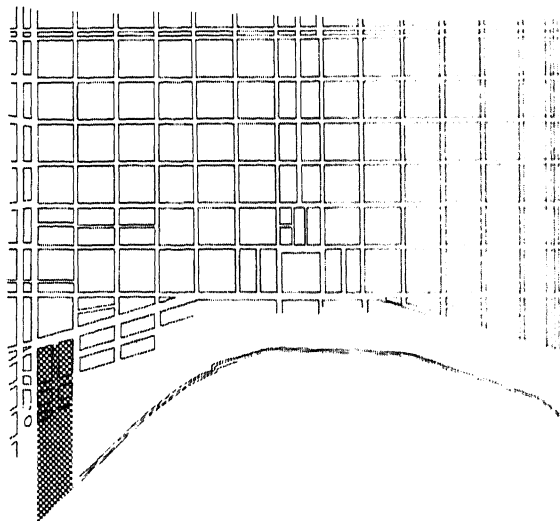


Figure 42: Proposed lower Canal Street area

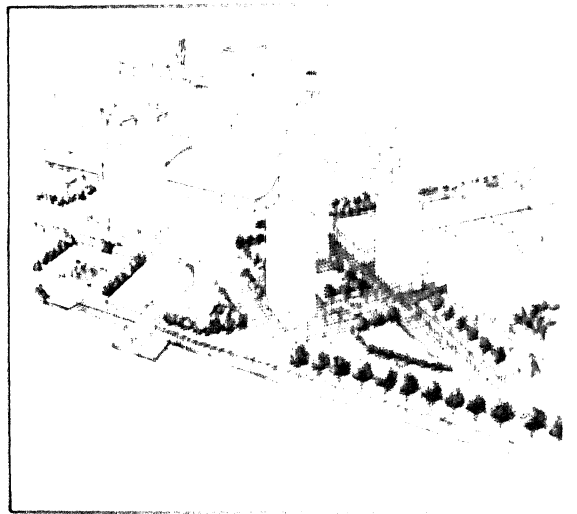


Figure 43: Proposed office towers

limits of the historic district, general planning guidelines are outlined here to relate private development in these blocks to proposals for the adjoining Riverfront Area within the Quarter.

Three towers of approximately 30 stories are proposed to form, with the International Trade Mart, a terminus and focus for Lower Canal Street. Two of the towers would be for residential use, and the other for offices.

A shopping mall and parking facility could be created between the group of towers and a multi-level complex of offices, stores, and motor hotel space proposed for the block immediately on the riverside of the Custom House. This block would serve a key role as a hinge tying together the retail core on Canal Street, the Trade Mart, and adjacent new development within the Quarter.

PLACE PONTALBA

Place Pontalba is proposed to reestablish the historic physical and cultural connections between Jackson Square and the Mississippi. A broad pedestrian plaza would be developed as a central gathering place for tourists, residents, and others.

The front of the plaza along the riverside of the levee would face west toward the broad sweep of the Mississippi.

A platform along the river would provide a landing for a catwalk of all sorts. High speed tour boats could take visitors to nearby attractions and to the bayou and plantation country. A Mississippi riverboat is suggested as another attraction to dramatize the continuing role of the river in the historical development of the Lower Quarter and New Orleans.

Flanking the plaza on its up- and downriver sides would be two museum complexes. These are important elements of the project that would significantly enhance Jackson Square as the physical and symbolic focus of the Lower Quarter and the center of tourist activity.

On the upriver side a new Jazz Museum would be built adjoining the Visitor Center. The Jazz Museum could be designed to include an enclosed auditorium that might be opened and expanded into an outdoor amphitheater for use by the performing arts, particularly music. Exhibits and other entertainment facilities would also be contained within the museum. The banks of the Mississippi at the point where New

Orleans was founded seems to be an especially appropriate site for a house of jazz honoring one of the city's most famous contributions to the world.

On the other side of the open square another museum complex would house such functions as an aquarium, the relocated wildlife museum, a children's museum, and other attractions for visitors.

Findings indicate a pressing need to expand the scope and content of visitor attractions within the Vieux Carre. These proposed museum facilities would appeal to a wide range of interest, children's as well as adults', and would significantly support the Quarter's continued economic growth as a nation-wide tourist center.

Place Pontalba is proposed as a joint state and city undertaking. If the Riverfront Expressway is elevated the architectural quality of the open plaza would be seriously impaired. Nevertheless the need for a physical connection between the river and Jackson Square is so strong that a modified solution is recommended as better than no solution at all.

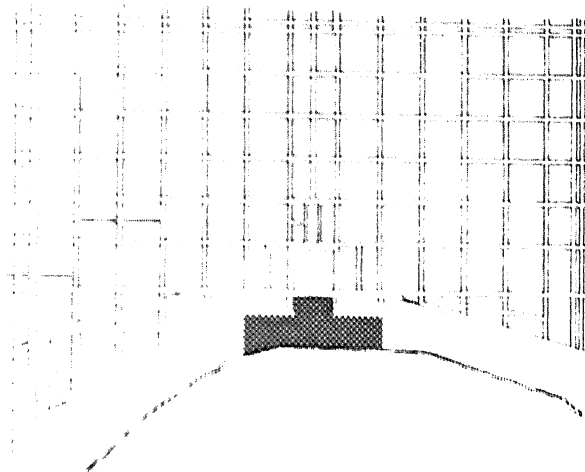


Figure 44: Location of the proposed Place Pontalba

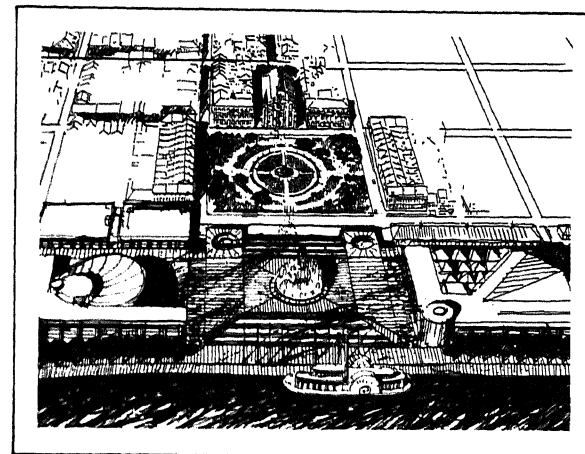


Figure 45: Place Pontalba

Figure 46: Place Pontalba—section showing proposed riverfront expressway at grade

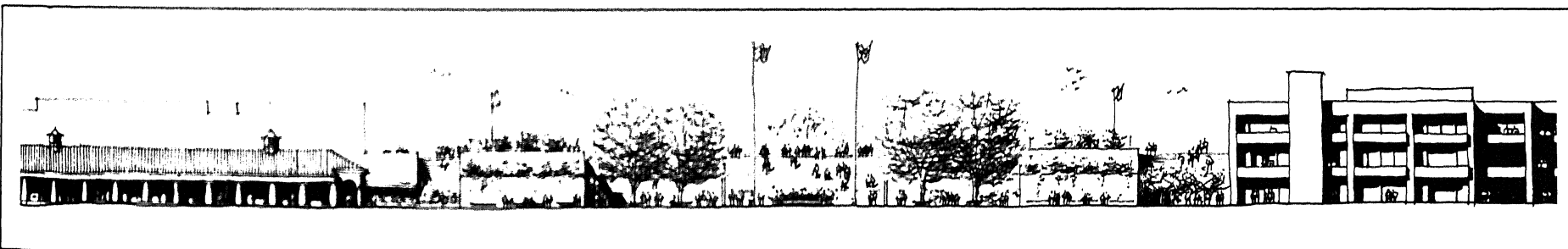
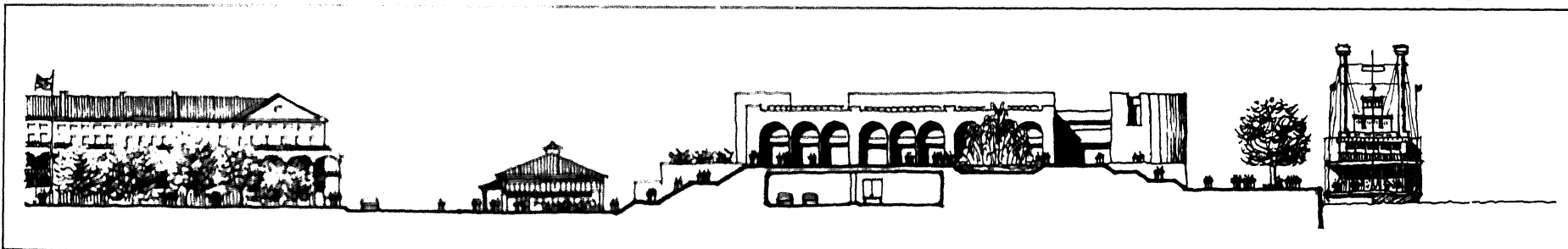


Figure 47: Place Pontalba—section—Decatur Street

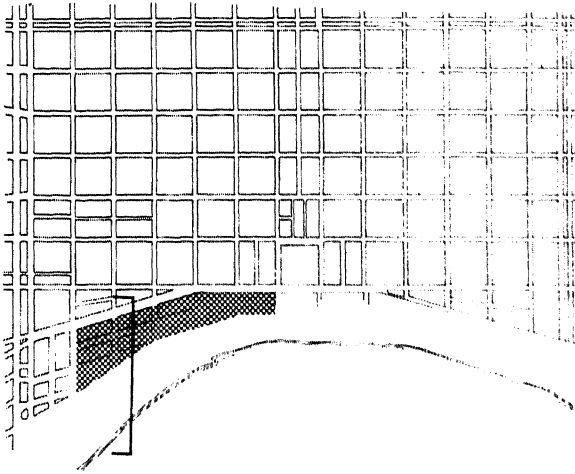


Figure 48: Proposed riverfront center

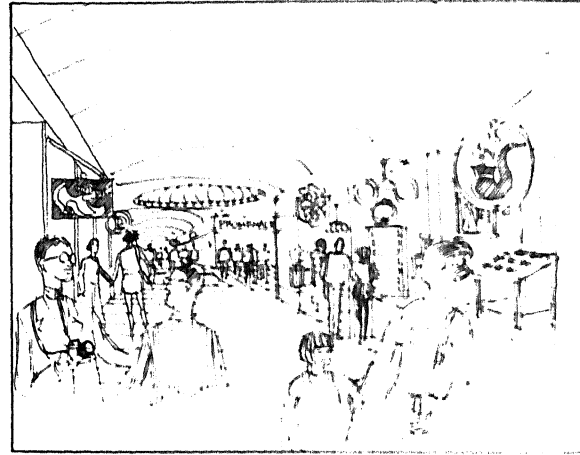


Figure 49: Proposed pedestrian concourse

RIVERFRONT CENTER

Extending from Iberville Street to Place Pontalba and including all the area from the expressway to North Peters Street, the Plan proposes a *Riverfront Center* containing a broad range of activities and facilities. Most of this area is presently occupied by Jackson Brewing Company buildings. The Riverfront Center should be developed as a single, interrelated project. Specifically, the Riverfront Center would include a Visitors Center, a large hotel, an arts and crafts center, an antique mart, related shopping and entertainment uses, and a complex of parking facilities. Except for the Visitors Center the project would be developed by private interests. The land is presently held in only a few ownerships and the economic potentials for private redevelopment are substantial. The Visitors Center is recommended as a joint city-state undertaking.

As planned, the Visitors Center would encompass about 125,000 square feet of floor space and contain such facilities as an information center for tourists and other visitors, exhibition and display space; an auditorium for talks and films about New Orleans and the French Quarter, offices for the Vieux Carre Commission and the Convention Bureau, gift and other retail shops, a cafeteria and restaurant, and a transportation center (for airport limousines, cabs, buses, and tour and airline ticket offices).

The hotel, because of its prime location adjoining the Visitors Center and Jackson Square, would be planned as a major facility of about 400 rooms. An existing warehouse of considerable architectural distinction in the middle of the site would be retained and converted into a combination arts and crafts center and antique mart.

The Riverfront Center would also contain five parking structures, accommodating several thousand vehicles. Cars entering the Quarter from the retail core and from the Riverfront Expressway ramps at Canal Street could immediately enter these fringe facilities and thus avoid congesting the Vieux Carre's narrow streets. Additional fringe parking facilities would be located at other gateway points to the Quarter. The proposed parking garages would also serve the nearby International Trade Mart and its exhibition facility as well as the river end of the Canal Street shopping district.

A second level pedestrian concourse within the Riverfront Center would extend from the Visitors Center to the proposed new commercial complex riverside of the Custom House on Canal Street. Shops, art galleries, branch banks, and other offices oriented to pedestrian

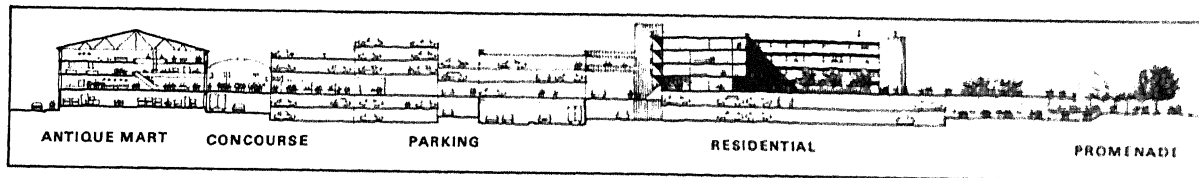


Figure 50: Proposed riverfront center—section

traffic could be built within the commercial and parking structures on either side of the concourse. The ground level below could thus be turned over completely to vehicular traffic and service into and out of the buildings and garages.

REMAINDER OF THE VIEUX CARRE

The Plan proposes additional improvements throughout the rest of the Vieux Carre to be implemented by both public and private action. Public improvements are recommended for completion before 1985. In view of market demand forecasts, the private components of the Plan can also be expected to be completed by 1985.

The principal public projects would include:

1. Redevelopment of the site of the Louisiana Civil Courts Building.
2. Development of pedestrian malls on Exchange Alley and Clinton Street.
3. A new school and playground to serve the Quarter's residential neighborhoods.
4. Several new parks.
5. Beautification of Esplanade Avenue, North Rampart Street, Orleans Street, and Royal Street.

Private action, however, is the major means proposed for carrying out the Plan. Sites suitable for private construction within the historic district are indicated as well as illustrative design solutions to promote higher restoration standards and compatibility between old and new structures.

PLACE ROYALE

The Louisiana Civil Courts Building, now housing the Louisiana Wild Life and Fisheries Commission Building, has been proposed for clearance and redevelopment on several recent occasions.² Architecturally the present structure is outsized and wholly incompatible with its surroundings. Because of its location in the very center of the Vieux Carre, the site can be appropriately redeveloped for a number of different uses.

The illustrative plan proposes that two terraces be constructed: one, a half level above grade, the other a half level below. The upper level terrace would extend over only a portion of the site so that the lower level would be open to the sky in the center of the block. The decked-over space would be occupied by gift shops, boutiques, and restaurants catering mainly to the needs of tourists. About 30,000 square feet of

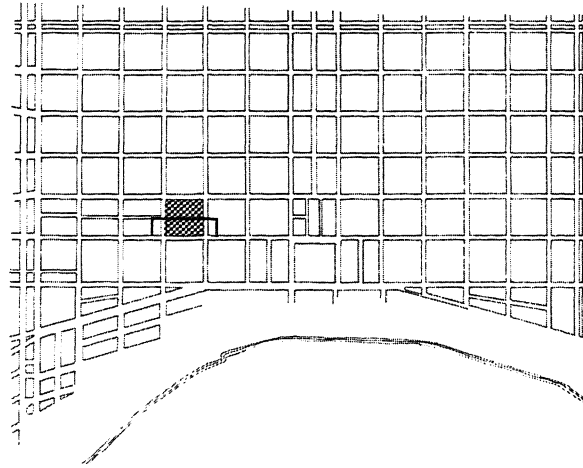


Figure 51: Location of Place Royale

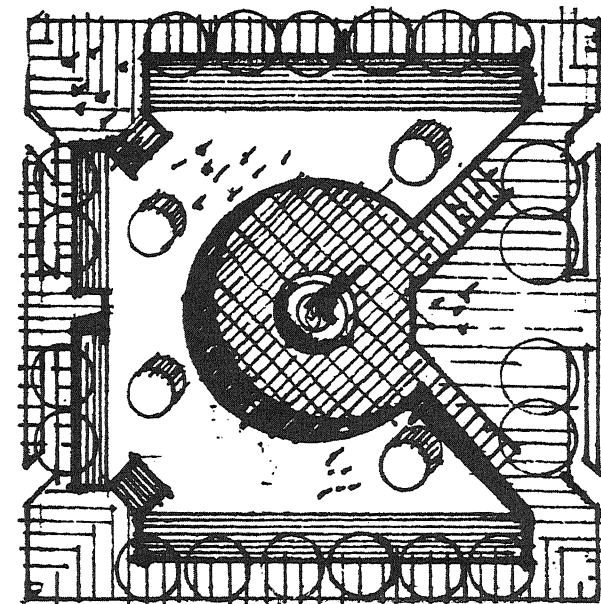


Figure 52: Place Royale-plan of main level

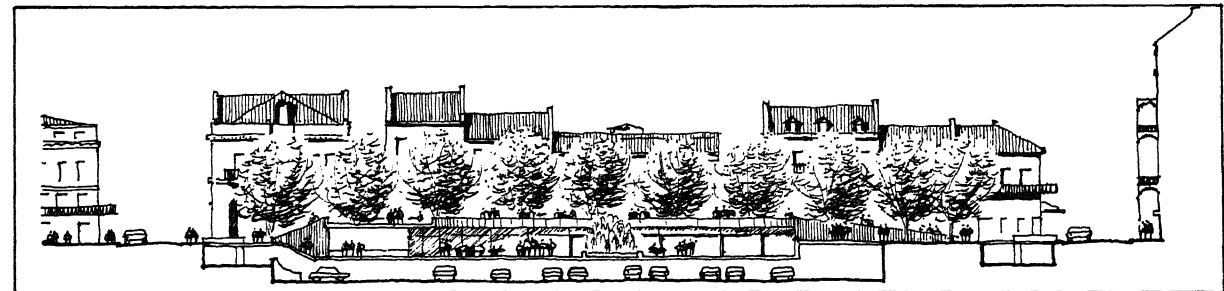


Figure 53: Place Royale-section



Figure 54: Model of proposed Place Royale

retail floor space would be built.

Parking would be provided in an underground facility that would primarily serve the short-time requirements of shoppers and business visitors. Approximately 250 spaces could be created on one level.

It is recommended that the project be initiated by the State of Louisiana which presently holds title to the land. Alternately, the state could transfer the property to the city for redevelopment under municipal auspices. The site should be cleared and turned over for private development and operation on a long-term lease basis, subject to development controls. Revenue-producing uses would thus be incorporated in a development that, seen from the air, for instance, would be entirely in open space use.

MALLS

Pedestrian malls are proposed for Exchange Alley and Clinton Street. The malls would be important elements in the park and open space system that would be developed within the Vieux Carré during the next several decades.

EXCHANGE ALLEY

As a first stage, the alley between Bienville and Conti streets would be improved. Later the mall could be extended to Iberville Street. The alley is already closed to vehicular traffic. The facades of fronting structures would be uniformly upgraded in conformance with an overall design for the mall. Several buildings, however, are seriously deteriorated and should be replaced. Street furniture should also be redesigned to contribute to the quality of the street scene and reinforce the overall design concept. Buildings on the mall would provide excellent locations for such activities as professional offices, clubs, advertising and insurance agencies, and small shops. The improvement of Exchange Alley would recognize its potential importance as a major gateway from Canal Street to Place Royale and to the Quarter generally.

CLINTON STREET

This short street was once a thriving center for dealers and agents doing daily business with the Custom House, which still forms an impressive terminus to the vista of the street. Clinton Street has now fallen into disrepair and suffers from a considerable amount of vacant floor space. However, the buildings on the street remain basically in sound condition. Export import



Figure 56: Exchange Alley

Exchange Alley

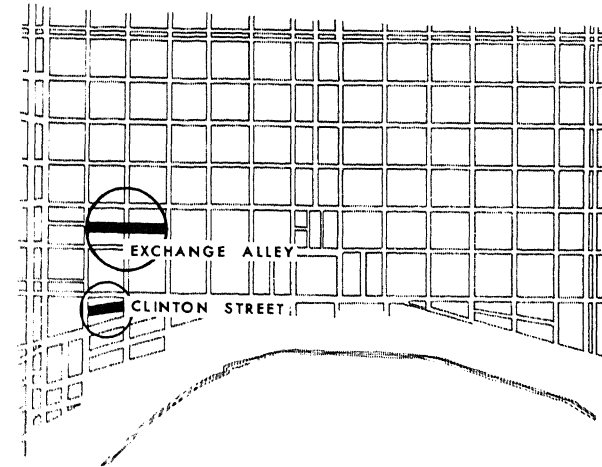


Figure 55: Exchange Alley and Clinton Street

Figure 57: Clinton Street



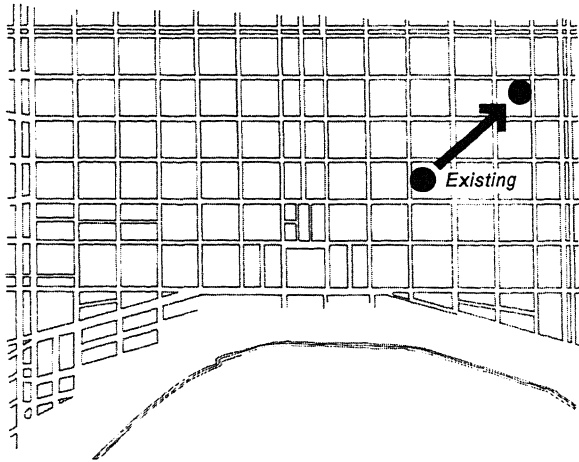
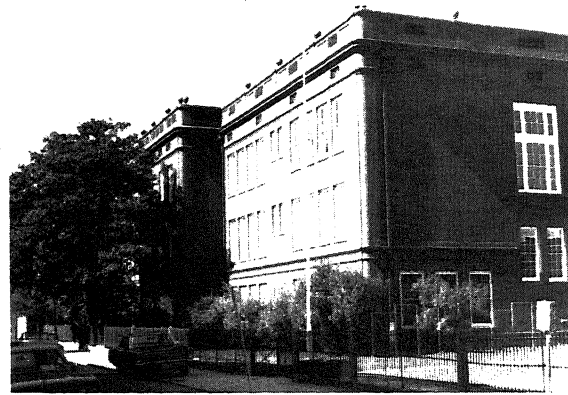
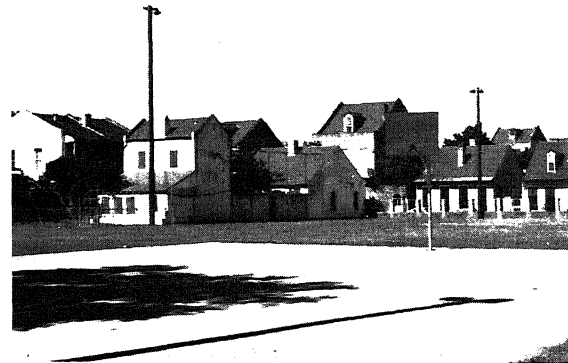


Figure 58: Location of existing and proposed elementary school



Existing McDonough Elementary School, St. Philip Street, to be replaced



Playground at 1200 Burgundy

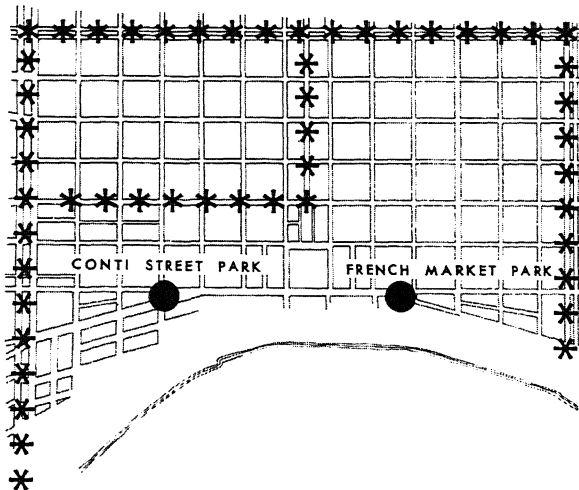


Figure 59: Proposed new parks and landscaped streets

houses and other firms involved in maritime trade would find the area a convenient one for offices and showrooms. The mall would provide a helpful device for stimulating property improvements throughout the immediate area.

In the detailed design of the two malls, provision should be made for access by emergency and service vehicles. In neither case should this prove difficult.

NEW SCHOOL AND PLAYGROUND

The McDonough Elementary School on St. Philip Street is physically deteriorating and already inadequate in meeting modern school plant standards. Its on-site play space is also insufficient. The school should be replaced by 1980.

It is proposed that a new school serving the residential portion of the Quarter be constructed on the site of the existing public playground on Barracks Street. The present school could then be demolished and that site redeveloped as a new playground. The swap in locations between school and playground would not require any displacement of families or purchase of additional land.

NEW PARKS

New public parks are proposed for two locations: 1) at the intersection of Conti, Decatur, and North Peters streets, and 2) in the French Market. The first park would replace three automobile service stations and thereby greatly enhance the appearance of this prominent gateway location into the Quarter. The second would be developed on public land now used for parking purposes. Park treatment here would be designed to improve the physical environment of the French Market and furnish shoppers and visitors with a place to stop and rest amid the hustle and bustle of market activity.

STREET BEAUTIFICATION

Landscaping and the provision of street trees, properly located, can do a great deal for relatively little cost to transform neglected streets into pleasant and attractive environments. Esplanade Avenue, North Rampart Street, Orleans Street, and Royal Street would be made more attractive through public action under the Plan. Esplanade and North Rampart are major boundary streets of the Quarter. Their appearance is the first and last impression visitors receive of the historic district. Both need attention.



Figure 60: Conti Street Park



Figure 61: French Market Park

TABLE 16. SUMMARY OF PROPOSED DEVELOPMENT VIEUX CARRE PLAN

RIVERFRONT AREA*		48 acres of new development
Residential	1,200	dwelling units
Commercial	500,000	sq. ft. of floor space
Hotel	400	units
Visitors Center	125,000	sq. ft. of floor space
Arts and Crafts Center-Antique Mart **	100,000	sq. ft. of floor space
Jazz Museum-Auditorium	100,000	sq. ft. of floor space
Aquarium-Wildlife Museum	150,000	sq. ft. of floor space
Parking Garages ***	2,700	spaces
Public Open Space (Place Pontalba, Riverfront Promenade, Park near Mint)	12	acres
PLACE ROYALE		2.2 acres of new development
Commercial	30,000	sq. ft. of floor space
Parking Garage (underground structure)	250	spaces
Public Open Space	2.2	acres
REMAINDER OF THE VIEUX CARRE		29 acres of new development
Residential	1,060	dwelling units
Nonresidential	600,000	sq. ft. of floor space
Elementary School	1	acre
Public Open Space (playground, malls, new parks)	70,000	sq. ft.
Parking Garages ****	1,900	spaces

* Excludes proposed lower Canal Street development outside the limits of the historic district.

** Existing structure to be restored.

*** Excludes parking to be provided on site for residential and hotel uses.

**** Includes proposed garages on lakeside of North Rampart Street.

Source: Marcou, O'Leary and Associates.

Orleans Street was designed as the central axis around which the original settlement was laid out. St. Louis Cathedral terminates its vista toward the river. Royal Street is the commercial spine of the Quarter. Both these streets deserve priority treatment as well.

PRIVATE IMPROVEMENTS

Strong demands for commercial and office space, transient accommodations, housing and other facilities within the Vieux Carre will insure continued vigorous private development and rehabilitation activity.

As stated previously, new private development should be consistent in design and location with the existing historic context and architectural setting. The Plan indicates sites appropriate for new private development within the historic district. Public regulations should be tightened to make certain that these new buildings are carefully related to existing structures in terms of height, material, color, form, and layout. Since the aim is to continue the Quarter as a living, functioning community, emphasis is placed on retaining and strengthening the Quarter's diversity and authenticity. Zoning and other incentives and controls are proposed in the Action Program to achieve this objective.

The Action Program also includes an analysis of two pilot improvement blocks to illustrate feasible techniques for improving private redevelopment and restoration in typical blocks in a way consistent with recommended preservation policies. Above all, concerted public and private action will be necessary to raise the quality of construction and restoration work if environmental excellence is to be achieved and the visual drama that is the life of the Quarter is to be enhanced.

Proposed Land Use

The plan for future land use establishes the guidelines for framing new zoning and other land use regulations for the historic district. The plan seeks to strengthen and preserve the highly differentiated character areas which make up the Vieux Carre.

A major recommendation is that general commercial uses not be extended downriver of St. Ann Street except for the North Rampart Street frontage. However, restricted commercial-residential uses are appropriate in the Jackson Square area and along lower Decatur Street. Bourbon, Royal, and Chartres streets are proposed to remain as the principal shopping

streets of the Quarter. Continued vertical mixture of commercial and residential uses within buildings there should be encouraged.

Over the long-range future most industrial, wholesale, and transportation activities should be gradually phased out of existence within the limits of the historic district. The land use plan recognizes, however, that for regulatory purposes the existing pattern of industrial uses, occupying much of the area between Chartres Street and the river, will probably continue for a number of years to come.

The plan proposes that commercial uses including hotels, motels, and motor lodges; apartment hotels; and parking and storage facilities be excluded from the area of original settlement.

High density residential uses are proposed for down-river end of Royal and Chartres Street and for properties fronting Esplanade Avenue. A medium density residential area is recommended for a large portion of the Quarter where one- and two-family homes currently predominate (Burgundy, Dauphine, and lower Bourbon streets). An important planning objective should be the stabilization of the Vieux Carre's existing residential neighborhoods. Home owners, particularly, have been active supporters of preservation efforts within the Quarter. The plan strongly recommends that the historic district continue as a place for homes as well as appropriate businesses.

Proposed Circulation and Parking Improvements

Proposed circulation and parking improvements are outlined in the Vieux Carre Plan to reduce traffic congestion, expand the supply of parking, upgrade the quality of transit service, and provide needed access to proposed new development in the Riverfront Area.

The construction of the Riverfront Expressway will materially aid traffic flow on Vieux Carre streets. Average daily traffic in 1980 on the Vieux Carre section of the proposed expressway is forecast to amount to approximately 100,000 vehicles. A large portion of the traffic presently using Quarter streets will be diverted to the proposed expressway. Reduced traffic volumes in the historic district will afford faster vehicular movement, greater ease of pedestrian travel, and less visual and physical disorder.

The provision of new off-street parking facilities, es-

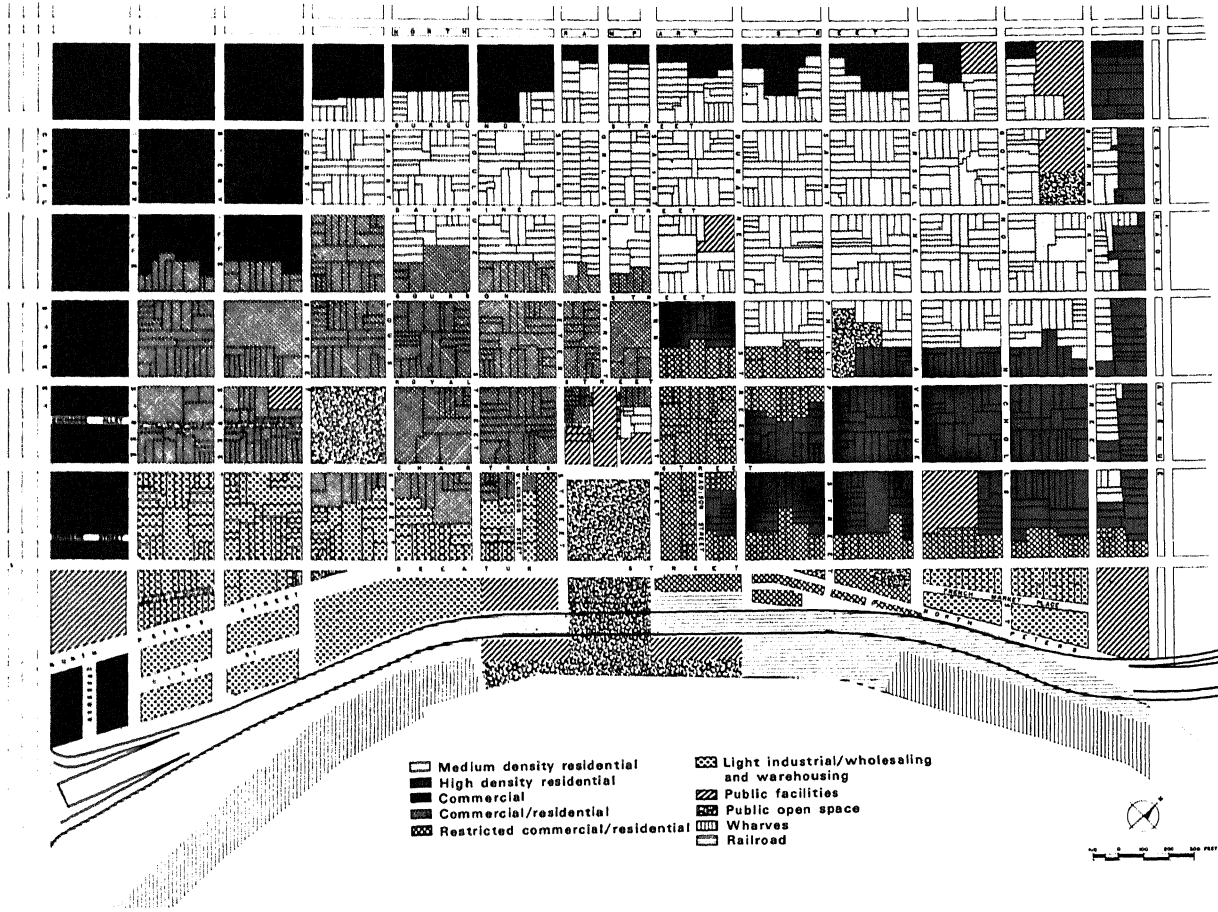


Figure 62: Proposed land use, 1985

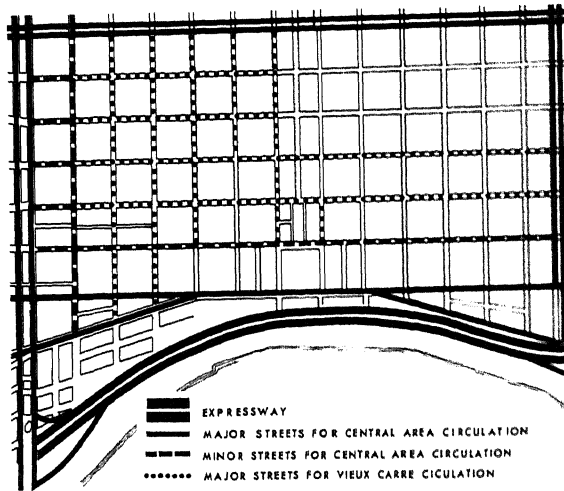


Figure 63: Proposed street classification

pecially on the periphery of the Vieux Carre, will accommodate the parking needs of the increased number of visitors, shoppers, workers, and residents expected in the future. The concentration of parking on the periphery will free internal streets from unnecessary traffic and allow motorists to park their vehicles more quickly and conveniently.

A new internal transit system is proposed for the Vieux Carre to minimize the need for automobile traffic on the heavily congested narrow streets of the Quarter and maximize the use of peripheral parking facilities.

The eventual development of the Riverfront Area from the International Trade Mart to the Old Mint will necessitate the construction of a new street system eastside of North Peters and Decatur streets. This system, which will be a continuation of the street grid of the historic district lakeside of Decatur Street, will bring motorists and service vehicles to the riverfront residential community, retail facilities lining the riverfront promenade, and entertainment and shopping activities within the Riverfront Center.

The specific elements of the future Vieux Carre circulation system are described below in terms of the recommended street system, transit system, parking facilities, and pedestrian circulation.

STREET SYSTEM

A street classification system for the Vieux Carre is presented in Figure 130. The three boundary streets, Canal, North Rampart, and Esplanade Avenue, as well as the North Peters Street segments and Decatur Street are expected to serve as *Major Streets for Central Area Circulation*. Basin Street and the proposed Basin Street-North Rampart Street connector are in the same category. Chartres Street, Iberville Street, and the streets connecting Iberville with Canal Street are classified as *Minor Streets for Central Area Circulation*. They will serve as important streets for access to and from the proposed expressway as well as access to existing and future parking facilities. Streets essential to internal circulation within the Quarter comprise the last category, *Major Streets for Vieux Carre Circulation*.

The existing system of one way streets will be continued. As new hotel, commercial and parking development occurs between the proposed expressway alignment and North Peters Street, the existing streets will be extended across North Peters Street to serve the new development.

Forecasts of 1980 average daily traffic on Vieux Carre streets show that there will be significantly lower volumes on almost all streets than presently exist. The heavy traffic currently moving along Decatur Street between Jackson Square and the proposed Place Pontalba area will be greatly reduced. Nearly all of the many trucks using Decatur Street will be diverted to the proposed expressway. Truck traffic on other Quarter streets, except for trucks servicing Vieux Carre establishments, will also be reduced.

Traffic volumes along Esplanade Avenue and Canal Street are not forecast to increase significantly by 1980. North Rampart Street traffic is expected to decrease as a result of the expressway and the construction of the proposed Basin Street-North Rampart Street connector between St. Peter and St. Louis streets.

Reduced traffic volumes on the internal street network, especially on Bourbon and Royal streets and the cross streets between Iberville and St. Ann streets, will allow the heavy pedestrian traffic in this tourist portion of the Quarter to circulate more freely.

It is recommended that the feasibility of closing Royal Street between Conti and St. Peter be determined through a trial test period. This test should not be undertaken, however, until additional proposed parking has been provided. A four- to six-month test seems appropriate. The street could be closed for a portion of the day between rush hours, say 10:00 a.m. to 4:00 p.m. This time coincides with the period of maximum pedestrian traffic on the street. Portable planting and benches could be used. Provision would need to be made for emergency vehicles and, perhaps, internal transit vehicles. Motorists might be limited to certain business hours. In any case, a field demonstration appears to be the best means of testing the mall concept on Royal Street. If successful here, further tests could be undertaken on Bourbon and Chartres Street.

Vieux Carre cross streets will be extended across North Front Street as new development takes place in the Riverfront Area. Conti and Bienville streets will be designed to bridge over the proposed expressway. A new road, approximately along the North Front Street alignment, will be needed to link the new road extension together and serve as a distributor to the proposed parking facilities.

TRANSIT SYSTEM

The construction of the proposed Riverfront Express-

way and the resulting decrease in traffic volumes on North Rampart Street will allow the seven transit lines currently operating within the Vieux Carre to be rerouted to the periphery of the historic district. This will relieve the Vieux Carre of an important component of traffic congestion without significantly affecting the level of transit service. The two express bus lines, Express 91 on Decatur and North Peters streets and Express 92 on Royal and Bourbon streets, and the Elysian Fields line will be rerouted to the expressway. The proposed expressway interchange at Canal Street will provide access to and from the Canal Street destination. Of the four remaining lines, the City Park and Esplanade lines will be rerouted to North Rampart Street and the Desire and Franklin lines will be rerouted to either North Rampart Street or the proposed expressway. Appropriate traffic control improvements should be made on North Rampart and Canal streets to aid the movement of transit vehicles, especially at peak travel periods.

A new form of transit making use of a new type of rubber tire vehicle is proposed for internal operation within the Vieux Carre. The vehicle, called a mini-train, is currently in use in the Mall area of Washington, D.C., and has proved to be highly successful there. Within the Quarter, it is planned to operate as a combination shuttle bus and tourist service linking peripheral parking garages, motels, tourist attractions, shops and other destinations within the historic district. The vehicles are covered but partially open on the sides and seat about 30 people per unit. Units may be coupled together at peak periods and electrically powered to reduce noise and air pollution. The mini-train system has the attributes of affording variable capacity, allowing speedy entrance and exit, and presenting a gay, festive appearance.

With regular transit removed to peripheral streets, the minitrain would also serve as local transit for residents and others, connecting with city-wide transit routes at several points. For success, the time interval between minitrains (headway) during the day and evening should not exceed three or four minutes and fares should be kept low. The heavy volume of visitors and shoppers in the Quarter should insure the economic soundness of the proposed system, but a full-scale demonstration is necessary to test the feasibility of minitrains in actual operation within the Vieux Carre. Financial assistance for such a demonstration project is available under the federal Urban Mass Transportation Act of 1964.

Service on The Mall, Washington, D. C.

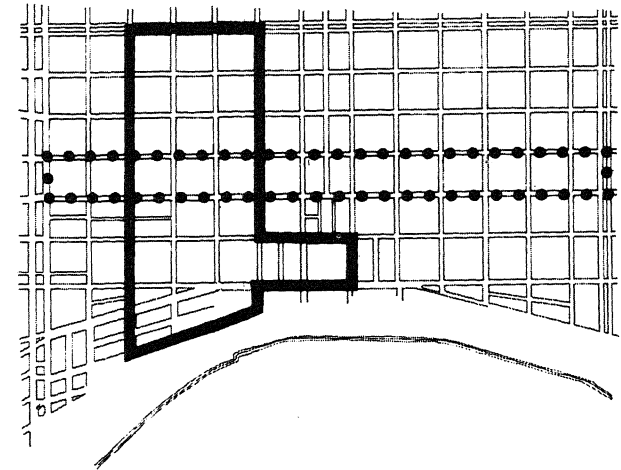


Figure 64: Proposed mini-train routes



A street car named Desire

One line is tentatively proposed running down North Rampart Street to Toulouse as far as Chartres, on Chartres to St. Ann, St. Ann to Decatur, up Decatur past the Riverfront Center to Bienville, and then along Bienville to North Rampart. The route will connect the extensive new parking facilities proposed for the North Rampart Street and North Peters Street areas under the Plan with major hotels and motels in the Quarter, the existing tourist centers, and the proposed Place Royale, Place Pontalba, and Riverfront Center complexes.

The other line is proposed to be routed in a loop down Bourbon from Canal to Esplanade and back on Royal. The line will not only be convenient for tourists and shoppers but also for Vieux Carre residents and others in traveling to and from the Central Business District.

PARKING

Major improvements in the supply and location of parking facilities in the Quarter are proposed by 1985. Additional improvements are planned for long-range implementation. The Vieux Carre envisions providing more than twice the number of parking spaces as presently exist. Over 13,000 spaces are proposed. Most of these will be available by 1985. The spaces proposed will more than provide for additional requirements resulting from new development recommended by the Plan.

To accommodate proposed new development and increased numbers of shoppers and visitors to the Vieux Carre, parking capacity will be increased by constructing a series of major parking garages, most of which will be located on the periphery of the historic district. Current parking space in the Quarter totals approximately 6,000 spaces, with nearly 1,500 at the curb. At present a great proportion of the parking supply can be reached only by travel on congested interior streets.

By 1985 it is recommended that new parking structures be constructed with a total capacity of about 5,100 spaces. Of this number, about 1,900 will be added along North Rampart Street between Iberville and Toulouse streets, 250 underground as part of Place Royale, and most of the rest in the Riverfront Area.

It is expected that new development throughout the Vieux Carre will result in the loss of approximately 950 off-street spaces. Traffic improvements are likely to result in the loss of an additional 200 curb spaces. Therefore, by 1985 the total parking supply will be

approximately 10,000 spaces.

Over the long range with the full development of the Riverfront Area, it is proposed that an additional 1,650 spaces be provided for public use in the Riverfront Area. Also 1,500 on-site spaces will be constructed as part of the proposed riverfront residential community.

TABLE 17. VIEUX CARRE PARKING PROGRAM

	Off-Street Spaces	Curb Spaces	Total Spaces
Existing Supply 1965	4,500	1,500	6,000
Reductions by 1985	950	200	1,150
Subtotal	3,550	1,300	4,850
New Spaces by 1985	5,100	—	5,100
Proposed 1985 Supply	8,650	1,300	9,950
New Spaces after 1985	3,150	—	3,150
Total	11,800	1,300	13,100

Source: Marcou, O'Leary and Associates.

Much of the increased parking supply, because of its location, will also serve the needs of Canal Street retail core. Besides the 13,100 spaces proposed, additional parking will be created within the Quarter by individual owners developing new property on a lot-by-lot basis.

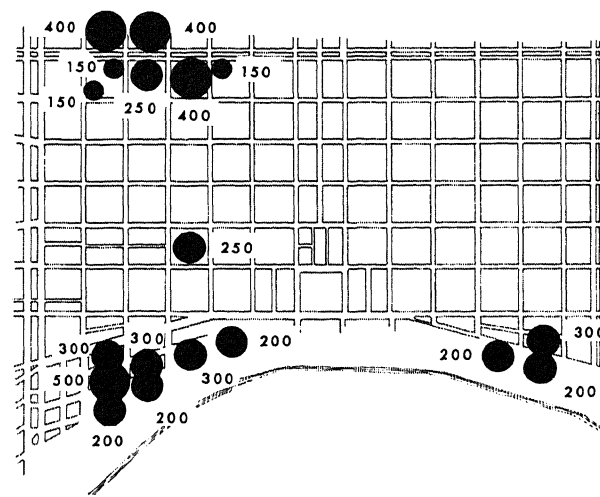


Figure 65: Proposed off-street parking



PART V
THE ACTION PROGRAM



The primary purpose of all public and private action proposed in the Vieux Carre Plan is to preserve and enhance the historic district's tout ensemble. Future development and restoration activities must be guided by means of public controls and incentives to prevent the destruction of buildings, activities, and other environmental components that collectively create the tout ensemble.

The Action Program outlines a specific course of action for coordinating these public and private efforts over time to achieve the goals and policies of the Plan. Public facilities, services, and amenities are scheduled under the Program to stimulate private action and realize the Quarter's substantial physical, social, and economic potentials.

Many tools are today available for carrying out historic preservation but the application of these tools in a consistent and coordinated fashion remains largely untested. It is clear that administrative and enforcement mechanisms currently in use in the Vieux Carre have had limited effectiveness. Plans by themselves are not self-fulfilling and control devices by themselves usually lack direction and purpose. Conceived as a unified framework for mobilizing both public and private energies, the *Vieux Carre Plan and Program* proposes a new approach to historic preservation.

The Action Program recommends scheduling the construction of a wide variety of capital improvements within the next 12 years to effectuate the Plan. In addition, concentrated code enforcement would be completed covering all buildings in the Quarter lakeside of the levee. The Action Program also includes guidelines for private improvements and proposals for zoning and administrative changes, particularly as related to the operation of the Vieux Carre Commission. Finally, the financial costs, benefits, and feasibility of the recommendations are examined and evaluated.

Proposed Code Enforcement Program

Three code enforcement projects are proposed as part of the Action Program for completion during the period 1968-1974. Two of the projects covering predominantly residential portions of the Quarter are eligible for federal assistance under the Housing and Urban Re-development Act of 1965. The other project is pro-

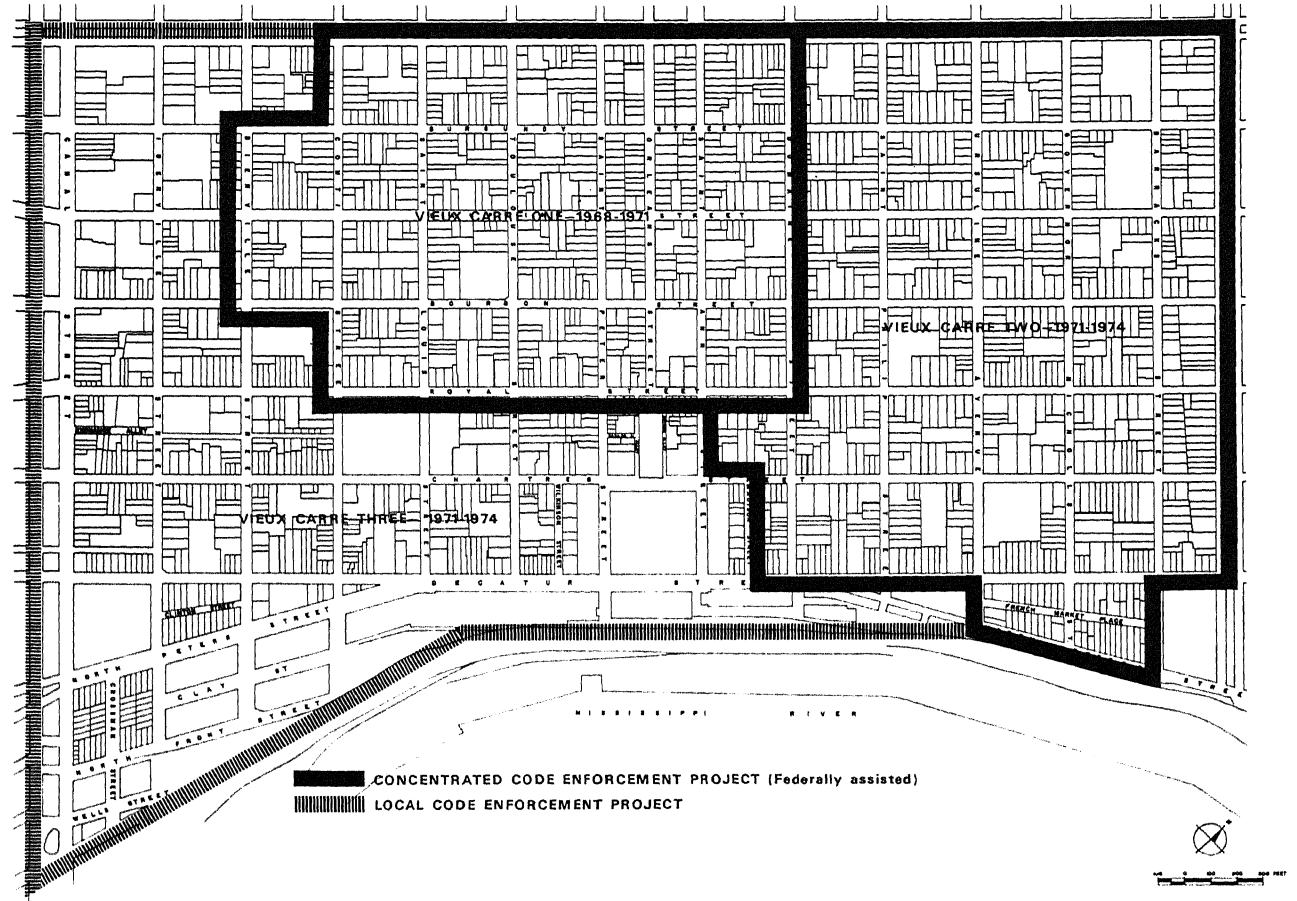


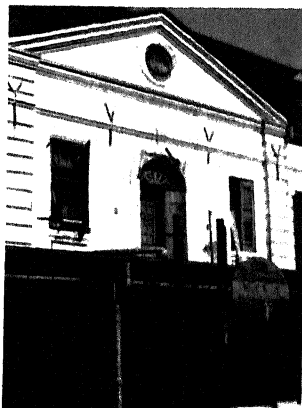
Figure 66: Proposed code enforcement areas



Filled in patio at Manheim's Antiques



Cabildo under restoration, 1968



Structural conditions, rear of Ursuline Convent

posed as a wholly local effort and would include most of the remainder of the historic district. This area is largely in nonresidential uses and therefore is not eligible for federal assistance.

Under the proposed scheduling, the entire Vieux Carre (except for dock buildings in good condition) would be subject to the systematic enforcement of housing, building, and related codes, including historic district architectural controls, within a six-year period.

Analysis indicates that the two areas proposed as federally assisted projects meet all existing eligibility requirements. Federal assistance up to two-thirds of the cost of the program would be available to the city. Federal relocation grants would cover the entire cost of relocation payments to any families, individuals, or businesses displaced due to public action.

Direct federal 3 percent loans and rehabilitation grants to eligible property owners or tenants for financing rehabilitation required to make properties conform to applicable code requirements would also be extended. In addition, FHA-insured home improvement loans under Section 220 (h) of the National Housing Act would become available.

The cost of planning, installing, constructing, and repairing eligible public improvements would be included in the code enforcement program cost, i.e., street, curb, gutter, and public sidewalk improvements; traffic lights and signs; street name signs; publicly owned street lighting and stationary fire and police communication systems; and street tree planting.

Systematic code enforcement would expedite the provision of a broad range of public improvements for a large portion of the Quarter within a relatively short period of time. Combined with improved public services the code enforcement program represents an effective means for substantially improving housing and environmental conditions within the Vieux Carre over the next six years.

Emphasis in the program would be on maximum voluntary compliance through active citizen participation. Technical assistance could be extended to property owners through advisory services, self-help workshops, and rehabilitation demonstrations. Existing local organizations would be mobilized to participate actively in the actual planning and carrying out of the program. Given a strong sense of neighborhood identification

and the economic incentives operating in the Vieux Carre, a code enforcement program holds great promise of achieving positive results quickly.

Preserving Buildings of Major Importance

Preserving the buildings of major architectural and historic importance in the Quarter is a key aim of the Vieux Carre Plan. All available tools must be applied to insure that buildings rated of *national* or *major architectural historic significance* are not allowed to become deteriorated, desecrated, or destroyed through inadequate public concern and action. The accompanying table and map indicate the current physical condition of structures in these two categories.

TABLE 18. CONDITION OF BUILDINGS RATED OF MAJOR IMPORTANCE

Condition	Bldgs. of Nat'l Significance		Bldgs. of Major Significance	
	No.	Percent	No.	Percent
Sound	5	36	38	20
In Need of Minor Repairs	2	14	119	64
In Need of Major Repairs	7	50	25	14
Dilapidated	0	0	4	2
Total	14	100	186	100

Source: Marcou, O'Leary and Associates Field Survey.

Buildings of National Significance

The Cathedral, Presbytere, Custom House, and the Louisiana State Bank (Manheim's Antiques) among the 14 buildings rated of *national significance* are well maintained and in good structural condition. Manheim's, however, has filled in the original patio between the main structure and the building to the rear. This storage service shed should be removed to expose the original curved rear wall that once enclosed the Directors' room and the open space should be recreated. The Upper Pontalba Building, which is owned by the city, and the Lower Pontalba Building, owned by the state, have recently undergone rehabilitation, but both buildings are in need of additional repairs.

The Cabildo and Madame John's Legacy, state owned museum buildings, have recently been closed to the

Proposed Action

Though priority should be given to the preservation of buildings of major importance, public action should also be directed toward insuring high standards of maintenance for other buildings identified as significant to the tout ensemble. The proposed program of action, thus, is applicable to a wider group of structures than those rated of *national* or of *major architectural-historic significance*. The program would constitute an especially important support for the recommended code enforcement projects.

A revolving fund of at least \$2 million should be established, provided by public and private sources, for loans to individuals and groups renovating and restoring structures of architectural and historic significance within the Vieux Carre. The fund should be administered by the Vieux Carre Commission or its successor when the recommended administrative reorganization is carried out. Properties would be required to meet high restoration standards appropriate to their historic value to the community. In this way, authenticity could be strongly introduced as an objective for future improvement activity. Additional funds of approximately \$1 million should be made available to the Commission to undertake acquisition and maintenance activities.

Tax exemption should also be examined as a means for stimulating private restoration of properties. Tax exemption can be especially useful in abating increased taxation on improvements made to upgrade existing deteriorated structures of architectural and historic importance. The use of tax exemption and public acquisition to preserve structures of value in the Quarter is permitted under the Louisiana Constitution but is not included in the provisions of the Vieux Carre Ordinance.

Under Section 605 of the Demonstration Cities and Metropolitan Development Act of 1966, the U.S. Department of Housing and Urban Development is authorized to *assist in the acquisition of title to or other permanent interest in areas, sites, and structures of historic or architectural value in urban areas, and in their restoration and improvement for public use and benefit, in accord with the comprehensively planned development of the locality. The amount of any such grant shall not exceed 50 percentum of the total cost, as approved by the Secretary, of the assisted activities. The remainder of such cost shall be provided from non-federal sources.*

A separate program of grants under the same 1966 Act authorizes the National Trust for Historic Preservation to undertake restoration of structures of historic and architectural value. Grants are not to exceed \$90,000 per structure and are only for properties that the Trust has accepted and agrees to maintain for historic purposes. Though not limited to 50 percent of project cost, the grants cannot be used for purposes of acquisition or maintenance.

The combination of local funds including the revolving fund, tax exemption, and the use of available assistance from the federal government and the National Trust should provide the basis for an effective program of preserving buildings of architectural and historic importance within the Quarter.

Proposed Zoning

The Zoning Ordinance of the City of New Orleans is currently being revised by the City Planning Commission and its consultant. Zoning is an important tool for implementing the Vieux Carre Plan. Therefore, it is critical that all revisions to the existing ordinance and map be carefully related to agreed-upon public policy objectives for preserving and improving the historic district. The following discussion sets forth a series of essential guidelines for revising the existing ordinance as it applies to the Vieux Carre.

Zones

Under the present ordinance the Vieux Carre, as legally defined, is divided into three historic zoning districts: 1) Vieux Carre Residential District, 2) Vieux Carre Commercial District, and 3) Vieux Carre Industrial District. It is proposed that five historic zoning districts be established in the revised ordinance: two residential, two commercial and one industrial.

Residential Districts: The principal issue related to residential zoning in the Vieux Carre is density. At present the minimum lot area per dwelling unit for a single-family dwelling is 1,500 square feet, for a two-family dwelling, 1,000 square feet, and for multi-family dwellings, 800 square feet.

It is recommended that the minimum lot area per dwelling unit for the proposed new residential zones be established as follows:

	VCR-1	VCR-2
One-Family	1,500 sq. ft.	1,500 sq. ft.
Two-Family	1,200 sq. ft.	1,000 sq. ft.
Three-Family	900 sq. ft.	800 sq. ft.
Four or More Family	900 sq. ft.	600 sq. ft.

Two residential zones reflect the fact that the Quarter contains a relatively large low-density residential section (lower Burgundy and Dauphine streets) where one- and two-family homes predominate and a number of high density areas where apartments predominate. Two residential zones will encourage a wider variety of housing types, prevent excessive conversions to apartments, and thus help control future population density in the Quarter.

Commercial Districts: A broad range of commercial uses should be permitted in the Vieux Carre's commercial districts. In addition, the vertical mixture of commercial and residential uses within buildings that has traditionally characterized the Quarter should be encouraged. However, the existing commercial zone is not sufficiently restrictive to exclude deleterious and harmful uses from the Vieux Carre. At present, all businesses are permitted except those that are specifically prohibited.

The more restrictive of the two proposed commercial zones would provide for restricted retail stores and service establishments that will attract and serve tourists and local residents and not adversely affect the character of nearby residences or detract from the historic character of the Vieux Carre. A less restrictive, general business zone is also needed for the major shopping areas within the Vieux Carre.

Industrial District: Large scale industrial uses are becoming economically obsolete within the historic district. Outlying sites can be better adapted to the needs of industry, and undesirable environmental effects on nearby properties can be more successfully controlled there than in densely developed, inner areas like the Quarter. However, wholesale and warehousing operations of limited area and manufacturing uses having little or no objectionable influence on surrounding properties should be accommodated in certain portions of the Vieux Carre until they can be phased out.

Height and Area Regulations

It is recommended that the existing height limit of 50

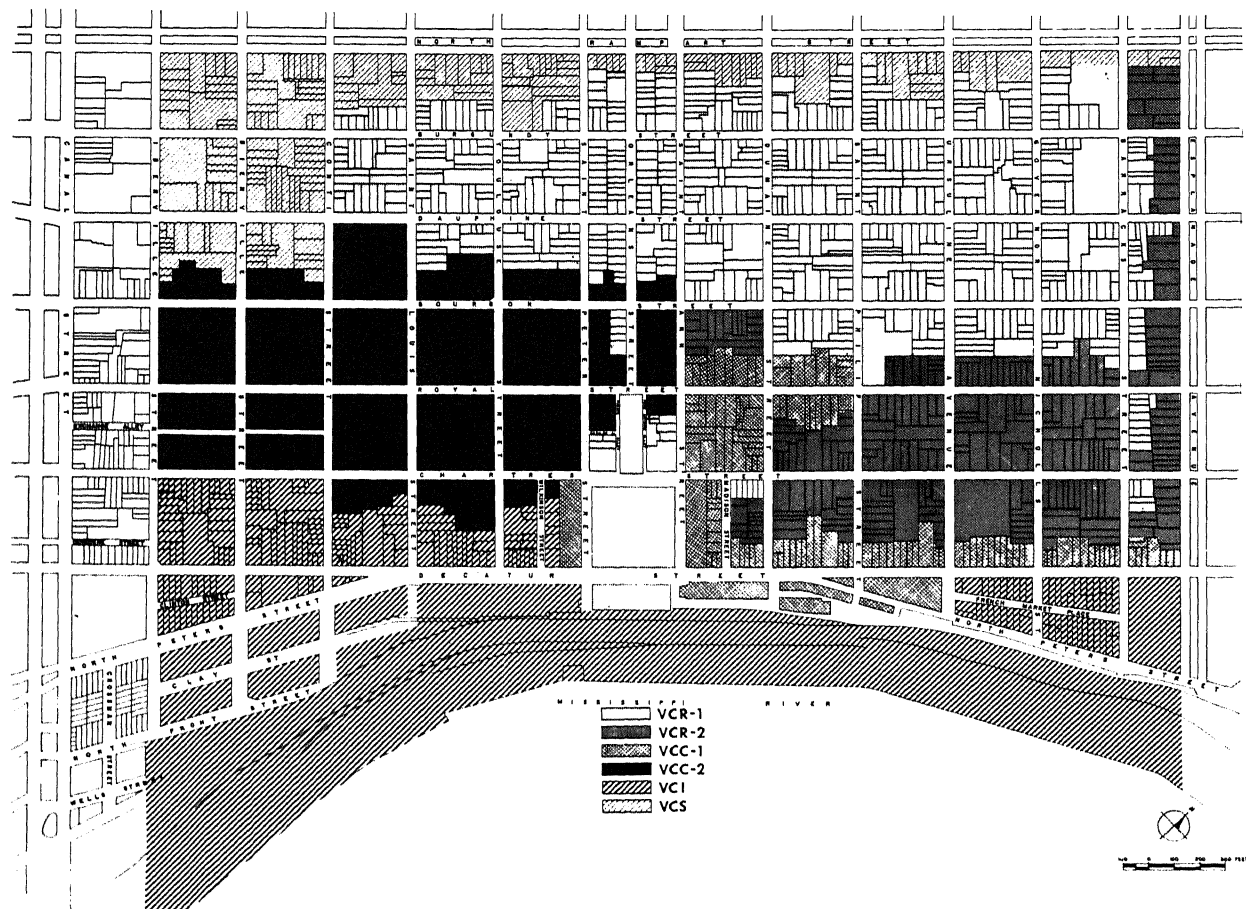


Figure 68: Proposed zoning

feet within the historic district be retained. However, the Vieux Carre Commission in administering architectural controls should insure that the height of any new or restored building be consistent with surrounding structures, particularly along its street facade.

Under existing policy the minimum lot width and depth; the depth of front and rear yards; and the minimum width of side yards within the Quarter are not specified. This policy should remain unchanged. The typical building in the Vieux Carre covers the entire lot except for an enclosed courtyard or patio.

All zones in the Quarter presently specify that *every building hereafter erected or structurally altered shall have an open and unoccupied space of not less than thirty (30) percent of the area of the lot for interior lots and not less than twenty (20) percent of the area for corner lots.* This requirement should be applied to each of the proposed zones as the primary means for obtaining private open space.

Off-Street Parking and Loading

Off-street parking and loading is not required in existing Vieux Carre residential and commercial zones. Because of the special character of the historic district, off-street parking and loading should not be required in the ordinance except in the proposed industrial zone. Parking facilities serving the entire Quarter should be constructed on the periphery of the historic district and linked to an internal transit system, as proposed in the Plan. To permit flexibility, however, off-street parking should be allowed as a special exception in Vieux Carre residential and commercial zones. In this way, the location of parking facilities—now a serious disrupting element—can be properly controlled. Careful design standards are needed for all off-street parking, particularly in regard to screening and landscaping.

Zoning Administration

The responsibility for enforcing the city's zoning ordinance rests with the Department of Safety and Permits. Building regulations are enforced jointly by the Department and the Vieux Carre Commission. The Commission should have similar concurrent powers in regard to zoning administration.

Applications for special exceptions for properties within the Quarter should be reviewed by the Vieux

Carre Commission prior to consideration by the Board of Zoning Adjustments. Similar review powers should also extend to variances, conditional uses, and amendments to the zoning map and text. In this way, zoning can be coordinated with the implementation of the Vieux Carre Plan on a day-by-day basis.

Administrative and Legal Recommendations

Legal Aspects of Historic Preservation in the Vieux Carre

First official recognition that historic preservation in the Vieux Carre was in the public interest apparently came with the adoption of a City ordinance on October 21, 1925, which established the original Vieux Carre Historic Preservation Area, consisting of twenty-two full squares and parts of twenty-four additional squares. A search of City Archives failed to produce any factual explanation as to the reasons underlying such apparently gerrymandered boundaries.

The 1936 Constitutional Amendment (Louisiana Constitution, Article XIV, Section 22A), defined the Vieux Carre section of the City as comprising *all that area within the City Limits of the City of New Orleans contained within the following boundaries: The River, Up-town side of Esplanade Avenue, the River side of Rampart Street, and the lower side of Iberville Street.* This newly defined Vieux Carre Historic Preservation Area consisted of approximately 100 squares. The Amendment authorized the City of New Orleans to create a Vieux Carre Commission of nine members, to be appointed by the Mayor, as prescribed in the Amendment, with the consent of the City Council for a four-year term and to serve without compensation.

Under the authority of the 1936 Constitutional Amendment, the City of New Orleans created the present Vieux Carre Commission by ordinance on March 3, 1937.

The Vieux Carre Ordinance has been amended three times since 1937—in 1940, 1941 and 1946. The 1940 amendment spelled out the duties of the Vieux Carre Commission in somewhat greater detail, and set up detailed requirements with respect to signs in the Vieux Carre and the sign permit application require-

ments. The 1941 amendment turned over possession of the property at 514-516 Chartres Street (The Old Napoleon House) to the Vieux Carre Commission for use as its headquarters and as an historical museum. The 1946 amendment exempted from regulation by the Vieux Carre Commission certain areas of the Vieux Carre. Currently, only the 1940 amendment is still in effect. Upon the adoption of the New Orleans City Charter in 1954, control of the property described in the 1941 amendment to the Vieux Carre Ordinance was vested in the new City Department of Property Management. The 1946 amendment was declared unconstitutional by the Louisiana Supreme Court in 1964.

The constitutionality of the Vieux Carre Ordinance has been challenged three times and upheld by the Louisiana Supreme Court three times.

The Comprehensive Zoning Law of the City of New Orleans created three special Vieux Carre zoning categories, and includes in its regulations affecting the Vieux Carre the requirement that, *No occupancy permit shall be issued by the Director of Regulatory Inspections for any change in the use of any existing building until and unless a special permit shall have been issued by the Vieux Carre Commission.* . . .

It is doubtful that the 1936 Constitutional Amendment places the City under compulsion either to continue the existence of the Vieux Carre Commission, or the City's interest in the preservation of the Vieux Carre. However, the City Charter, in declaring that there shall be a Vieux Carre Commission to carry into effect provisions of the Constitution relating to the Vieux Carre, does place the City under some compulsion to maintain an interest in the preservation of the Vieux Carre.

A Demolition By Neglect Ordinance, adopted May 15, 1958, requires the owners of buildings of historical and architectural value in the Vieux Carre to preserve their property against decay and deterioration; vests in the Vieux Carre Commission the authority to send notices to repair to persons violating the Ordinance; and provides that if the notice is not complied with in thirty days, the violator may be prosecuted in Municipal Court.

Other ordinances affecting the Vieux Carre include the City's Liquor Control Laws, Dog Control Ordinance, and Minimum Housing and Slum Prevention Ordinance.

Certain weaknesses of the 1936 Constitutional Amendment and/or the Vieux Carre Ordinance include:

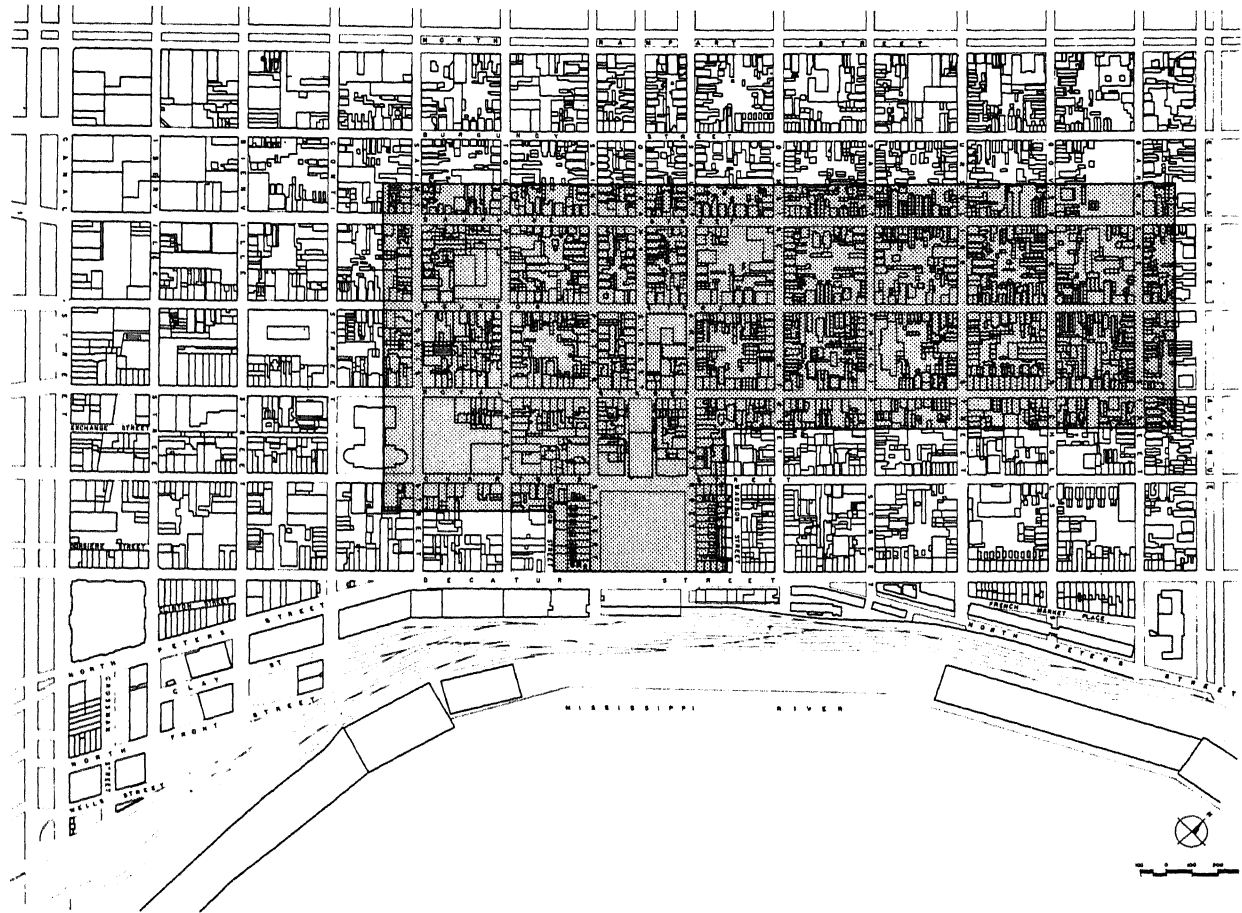


Figure 69: Legal boundary of the Vieux Carre, 1925

A—The Constitutional Amendment authorized the creation of the Vieux Carre Commission by the City of New Orleans; it does not create it;

B—The Commission has no regulatory powers under the Amendment, but only such powers and duties as the City Council deems fit and necessary to grant;

C—Only three of the Commission's nine members are required to have special qualifications;

D—The Commission is left by the Amendment without means of self-support. The Amendment does not require that an appropriation for maintenance of the Commission be included in the City's operating budget. Nor is it required that the preservation of buildings in the Vieux Carre be included in the City's capital program;

E—The boundary descriptions of the Vieux Carre contained in the Constitutional Amendment are somewhat nebulous;

F—Conspicuously absent from the Vieux Carre Ordinance are the provisions of the Constitutional Amendment which relate to tax exemption for those buildings designated by the Vieux Carre Commission as having historical and architectural value and those provisions which authorize the City to acquire by purchase, expropriation or otherwise such buildings as the Vieux Carre Commission may recommend.

Agencies Involved in the Administration of the Vieux Carre

There are at least forty-two agencies involved in some way with the administration of the Vieux Carre. Twenty of these are governmental agencies having specific official responsibilities in the area; four are governmental agencies whose functions affect the Vieux Carre; and eighteen private agencies are actively interested in Vieux Carre affairs.

Seven agencies administer publicly owned places, four agencies administer planning, zoning and building regulations, three agencies are involved in the use of the streets, three agencies administer public safety functions, and three agencies perform health, sanitation, and sewerage and water functions.

The Administrative Record of the Vieux Carre Commission

The Vieux Carre Commission consists of nine members appointed for four-year terms by the Mayor, with the advice and consent of the City Council as follows:

One from a list of two persons recommended by the Louisiana Historical Society;

One from a list of two persons recommended by the Louisiana State Museum Board of Managers;

One from a list of two persons recommended by the Chamber of Commerce of the New Orleans Area;

Three qualified architects from a list of six qualified architects recommended by the New Orleans Chapter of the American Institute of Architects; and,

Three to be appointed at large.

Thus, only three members of the nine-man board are required to have special qualifications other than being citizens of the City of New Orleans.

The Commission has four committees—architectural, budget, public relations, and aims and program. Only the architectural committee functions on a regular basis—meeting at least once and usually twice a month.

It is ironic that while much attention has been given to possible conflict of interest situations occurring among the architect members of the Vieux Carre Commission, when a specific instance of wrongdoing was uncovered by the District Attorney's Office in September 1967, it was two *non-architect* members of the Commission who were indicted, one of whom was the Commission Chairman.

The Commission's staff consists of a director, a secretary, a clerk and two inspectors. The Director is appointed by the Vieux Carre Commission and serves at its pleasure. All other employees are in the City's Classified Civil Service.

It is clear from the statement of duties of the Director of the Vieux Carre Commission, adopted by the Commission in 1952, that the Commission intended that its Director exercise very little discretion. He was to function primarily as an office manager and a buffer between the Commission and its architectural committee,

on the one hand, and other government agencies and the public, on the other. The Commission retained for itself and its architectural committee full power to make all decisions except those of a minor or routine nature. This has been the practice to date.

The Commission's 1965 budget (\$32,384) amounted to .08 percent of the City's total 1965 expenditure of \$41,875,592. The Vieux Carre Commission could hardly be expected to do the job it was created to do with the paltry appropriations it has received.

There are five classifications of Vieux Carre Commission permits—*minor repairs, major repairs, restoration, reconstruction, new building*. Except for *minor repairs*, a Vieux Carre Commission permit is not a building permit, but merely a recommendation to the Department of Safety and Permits that a building permit may be issued inasmuch as the applicant has met the requirements of the Vieux Carre Commission regulations and ordinances. Should the Vieux Carre Commission refuse to issue a permit, the appeal from this action goes directly to the City Council.

The Commission's policy governing the issuance of demolition permits does not set any standard for determining what buildings have historic or architectural value. The policy is applied with varying degrees of consistency.

There is a lack of consensus between the Commission and preservation groups, and between members of the Commission themselves as to whether or not particular buildings should be preserved.

The record indicates that outside pressures have been a factor in the issuance of permits by the Vieux Carre Commission. There have been instances, also, where the City Council, upon appeal proceedings, has responded to similar pressures.

There is a general lack of uniformity or consistency in the Vieux Carre's overall administration of its affairs.

In the opinion of informed attorneys, the City Attorney's legal opinions and advice to the Vieux Carre Commission have not always been consistent, and on occasion have been at variance with rulings of the Louisiana Supreme Court.

Some of the Vieux Carre Commission's failure to meet the expectations of preservation groups can be at-

tributed to the fact that, by law, the Commission is merely an *advisory* agency. The City Council is the body having primary control of the "quaint and unique architecture" of the Vieux Carre.

There has been a great laxity in bringing court action against violators of the Vieux Carre and other ordinances. Cases which are filed are seldom resolved without many undue delays, which may extend into the years.

Businessmen with property interests in the Vieux Carre have seldom been willing, when these interests were affected, to accept the restrictions necessary to preserve this historic area.

Administrative Implications of Planning and Economic Proposals

As has been noted in the foregoing, a major criticism of past performances of the Vieux Carre Commission has been the general lack of uniformity and consistency in the administration of its affairs. One of the primary causes may have been the lack of any standards for determining which buildings have historical and/or architectural value, and the relative value of each to the tout ensemble. Having no firm policies or standards for guidance, it is not surprising that from time to time, as the members of the Commission changed, decisions also changed according to the varying judgments of the individuals making up the Commission at any point in time. Inconsistency in such a circumstance is inevitable.

In addition, until now, the concept of tout ensemble has been rather vague and indefinite. Simply stated, tout ensemble describes the concept that preservation efforts must be directed not just at buildings but at the sum total effect, buildings *plus* environment. However, inasmuch as existing law deals only with preservation of buildings, a friendly ruling by the Louisiana Supreme Court (*City of New Orleans vs. Pergament*) has been the basis for public actions in this regard.

The *Composite Treatment Index* developed in this Demonstration Study, and the *Architectural-Historic Evaluation* resulting from the Tulane Vieux Carre Survey, provide an authoritative method for consistent historic preservation *tout ensemble* decision making in the Vieux Carre henceforth.

The Tulane Survey material has been organized into

a library of 120 volumes, which has been microfilmed on 17 rolls. It includes a bibliography of the documentation of ownership, uses, etc., of buildings and sites in the Vieux Carre, photographs of the complete linear face of the Vieux Carre as of 1961-1965, photographs of every important old map and many major surveys, old drawings, engravings, water-color sketches, portraits, paintings and antique photographs.

A series of profile drawings of every street in the Vieux Carre is included in the material because no photograph can show space and design relationships along a whole street without distortion. These are simple sketches, in a kind of architectural shorthand, showing the outlines of each structure, its relationship to its neighbors, its proportions, and its contribution to the tout ensemble. These drawings prove that much of the historic charm of the Vieux Carre exists in the scale of the buildings and their space relationships (the *tout ensemble*).

The Tulane Survey developed an evaluation scale for rating each building and site in the Vieux Carre for its architectural and/or historic importance. This evaluation is presented on a color-coded map showing the building pattern, the strengths and weaknesses and growth tempo of the area.

As has been pointed out in this report, a consideration of architectural-historic significance alone is insufficient to provide guidance on preservation treatment.

The *Composite Treatment Index*, devised in this Demonstration Study, scores each building in the Vieux Carre on the basis of each of three factors—1) a building's architectural-historic significance, 2) its land use compatibility, and 3) its physical condition.

Thus, there is now the basis for developing legally and administratively sound policies and procedures for guiding change to preserve the tout ensemble—a principal aim of public action in the Vieux Carre, second only to preserving it as an historic district of national significance.

The guidelines suggested in another section of this study for revising the existing City Zoning Ordinance as it applies to the Vieux Carre should be considered as a temporary measure until a more "selective" type zoning can be developed for the Vieux Carre.

Zoning sections of a city for particular uses—i.e., resi-

dential, commercial, industrial, etc.—which are designed to control development of the "modern" environment, when applied to an historic preservation area, can destroy essential ingredients of what should be preserved. A major purpose of preservation is to insure the continuation of the Vieux Carre's *identity, diversity, and authenticity*. Under the zoning suggested in this report (as well as under the existing zoning and in the proposed new zoning ordinance), corner grocery stores, small craft shops, coffee houses, etc., would become nonconforming in residentially zoned areas, which could inhibit proper renovation and restoration of structures housing such nonconforming uses, and in time these intricate parts of the tout ensemble could be removed from the scene.

In general, developing "selective" zoning would involve:

- 1—examining block faces on each side of every street in the Vieux Carre, between intersecting streets and determining the traditional land uses, within a period in history from 1720 to 1950, of each block face;

- 2—relating traditional uses to the desired land uses;

- 3—zoning block faces on each side of a street, between intersecting streets to continue (or provide for) the traditional or desired land uses.

The same examination could provide information on the heights of buildings along block facings in each square of the Vieux Carre, which would form the basis for height regulations for each block face.

As an example of the foregoing, if block faces on either side of a street between intersecting streets had a total of five traditional commercial uses with the remainder of the area traditionally occupied by a given number of residential uses, regulations could be drafted which would permit not more than five commercial uses within those particular block faces nor more than the given number of residential uses. Similarly, if, traditionally, the block facings on one street, between two intersecting streets, had observed building heights of not less than "X" number of feet nor more than "Y" number of feet, height regulations could be spelled out to the effect that structural renovations or new construction would permit structure heights of not less than "X" nor more than "Y" feet.

In addition, the possibility should be explored of de-

veloping a total cubic foot building limit for each square based upon the traditional uses. This device may prove effective in assuring the continuance of the variety of building heights which make each block face distinctive. Density of use and mass of structure should be rigorously held to the "traditional" level.

In order to accomplish "selective" zoning, it will be necessary to convert all of the information and data developed by both this Demonstration Study and the Tulane Survey to electronic data processing language, and develop procedures for maintaining the data on a current basis. Initially, it may be necessary to experiment with various alternatives until a base is established upon which the details of a selective zoning ordinance may be built.

This method of zoning would be a viable part of the desired process of historic preservation *to accommodate the Vieux Carre to change while insuring the continuation of the historic district's identity, diversity and authenticity.*

Inasmuch as the housing, sanitation, fire prevention, building and related codes are primarily concerned with public safety, the most are based upon national professionally established standards, strict enforcement of the letter of the codes in the Vieux Carre could have a devastating effect. In order to avoid situations similar to the *fire escape* incidents of the post-World War II years, each of the codes should be carefully reviewed, and a special section applicable to the Vieux Carre historic preservation area only should be drafted for each code which would provide the necessary safety levels without disturbing either the architectural integrity of buildings or the appearance of the tout ensemble. In drafting these special code sections care should be exercised to guard against waiving minimum housing and minimum sanitation standards. The special code sections could then be assembled together with the Vieux Carre preservation regulations, *Architectural-Historic Evaluation*, and the *Composite Treatment Index*, into a single volume, which would then constitute the Vieux Carre Historic Preservation Code. Once this is accomplished, comprehensive code enforcement programs as recommended in this study should be initiated.

Public Administration Framework for Vieux Carre Preservation

It would be desirable if a general reorganization could

be developed which would result in:

- the Board of Managers of the Louisiana State Museum being responsible for the management of all public museums and public historic places in the Vieux Carre;
- the management of revenue producing, publicly owned real estate in the Vieux Carre being centralized in a single municipally owned corporation;
- the day-to-day municipal services in the Vieux Carre continuing to be performed by the appropriate City agencies;
- tourist promotion continuing to be a function of the State Tourist Bureau of the Louisiana Department of Commerce and Industry, in cooperation with the specialized functions of the Greater New Orleans Tourist and Convention Commission;
- the administration of preservation functions being the responsibility of a revitalized Vieux Carre Commission.

It is inconceivable that the Vieux Carre (the original City) could or should ever be physically separated from the government of the City of New Orleans. Hence, the most appropriate type of agency to perform the preservation functions is a *special district* of City government.

It is recommended that such a district be established and referred to officially as the Vieux Carre Historic Preservation District of the City of New Orleans.

The boundaries of the Historic Preservation District should be defined as: The middle of Iberville Street, the middle of North Rampart Street, the middle of Esplanade Avenue, and the mean low waterline of the Mississippi River.

The main objective of exercising controls in the Vieux Carre is to continue it as a living, functioning community, not as a museum complex. With this in mind, the functions of the Vieux Carre Historic Preservation District should be:

- To enforce preservation regulations;
- To coordinate the activities of other regulatory agencies operating in the Vieux Carre;

- To coordinate public and private preservation efforts in accordance with the official Plan;
- To develop and forward planning and zoning proposals, including capital program requests to the City Planning Commission for inclusion in the Official Master Plan and city-wide capital program;
- To assist the City Planning Commission in maintaining a continuing planning process;
- To maintain on a current basis buildings inventory information;
- To provide architectural and historic information services for property owners and others involved in repairs, renovation, restoration, and rebuilding; as well as researchers, scholars and writers;
- To report on a continuing basis what is happening in the Vieux Carre, particularly in relationship to the Plan—i.e., the state of the Vieux Carre.

It is recommended that the management of the Vieux Carre Historic Preservation District should be the responsibility of a seven-man Board of Commissioners, which would replace the present Vieux Carre Commission. The District Board of Commissioners would be selected as follows:

The Mayor, with the consent of the City Council, would appoint

- one commissioner from a list of three persons nominated by the New Orleans Chapter, American Institute of Architects to serve six years;
- one commissioner from a list of three persons nominated by Tulane University to serve five years;
- one commissioner from a list of three persons nominated by the New Orleans Bar Association to serve four years;
- one commissioner from a list of three persons nominated by the Chamber of Commerce of the New Orleans Area to serve three years.

In addition, one commissioner would be designated by the City Planning Commission from among its membership to serve two years; and one commissioner would be designated by the Board of Zoning Adjustments from among its membership to serve one year.

Thereafter, these commissioners would serve six-year, staggered terms.

The seventh commissioner would be a Vieux Carre resident and/or property owner appointed by the Mayor, with the consent of the City Council, to serve a four-year term, coincident, with that of the Mayor. The members of the Board of Commissioners would elect a chairman to serve a one-year term. A chairman could not succeed himself.

While there is no sure-fire method of selecting members of the Board which, of and by itself, will definitely assure that the appointees will be qualified, by the possession of good taste and integrity, etc., the recommended selection method offers reasonable assurance that competent, high caliber persons will be nominated, and that the resulting Board of Commissioners will contain the variety of expertise required to properly handle complex preservation policy decision making. In addition, staggering the terms of the directors not only assures continuity in directing the affairs of the Preservation District, but it lessens the potential for arbitrary political interference, without diminishing the Mayor's official overall responsibility for the proper administration of the affairs of the entire City.

In addition to the powers and authority currently exercised by the Vieux Carre Commission, the Vieux Carre Historic Preservation District Board of Commissioners should

- initiate preservation code recommendations to the City Council;
- enforce preservation regulations consistent with the Vieux Carre Preservation Code;
- have prime responsibility for enforcing the preservation sections of the Preservation Code, and concurrent authority with the other regulatory agencies, whose Vieux Carre regulations are included in the Preservation Code;
- have the authority to require the posting of performance bonds as a prerequisite to processing

of applications for permits for major repairs, restoration, reconstruction, new building and/or demolition;

- have the authority, where buildings of architectural or historical importance, or which are significant to the tout ensemble, are in danger of demolition by neglect, to:
 - a.) certify to the City Council that the property should be expropriated, restored and re-sold for private use in accordance with the Plan; or,
 - b.) cause to be made, under its supervision, essential repairs required to place the building in structurally sound condition, placing a lien upon the property for the cost of such repairs.
- review all applications for special exceptions and variances for properties within the Vieux Carre prior to consideration by the Board of Zoning Adjustments. Similar review powers should also extend to conditional uses, and amendments to the zoning map and text;
- have authority to approve designs for sidewalk construction, sidewalk plantings, and street furniture in accordance with standards that have been agreed upon between the Board of Commissioners and the appropriate City department which has jurisdiction over the facilities proposed;
- have authority to retain its own attorney and to prosecute violations of the Vieux Carre Preservation Code;
- have the right to review all plans for alteration, renovation, restoration or construction of public buildings, City and/or State, in the Vieux Carre. The Board of Commissioners should have the right to request any Federal agency to submit for review plans for alteration, renovation, restoration or construction of any Federal building in the Vieux Carre. (As a matter of fact, the Federal government, either by Congressional action or by a policy ruling of the General Services Administration, should require that any alteration, renovation, restoration or construction of any Federal building or area in an historic preservation district shall be in conform-

ance with the regulations of said district, including securing approval from the historic preservation district in the form of a permit or a certificate of appropriateness. When public building construction is found to be not in conformance with the Plan, and detrimental to the preservation of the tout ensemble, the Board should so certify to the appropriate responsible public official. The Board should recommend that the City seek prompt injunctive relief in a court of competent jurisdiction, to prevent any such nonconforming or detrimental building construction;

- have authority to approve all City capital improvement programs involving the Vieux Carre;
- certify to the City that municipal and parochial taxes should be abated, to the extent of the additional cost of the improvements on renovations or restorations of properties of historic or architectural importance due to the requirements of the Vieux Carre Historic Preservation District.

Provision should be made for appeals from, or protests of, any actions by the Vieux Carre Historic Preservation District Board of Commissioners to the City Council by any interested party within a specified period of time.

A two-thirds vote by the City Council (five votes) should be required to override decisions or actions of the District Board of Commissioners. A simple majority of the City Council (four votes) should be required to affirm Board actions.

The City should be required by law to provide a level of financing to the Vieux Carre Historic Preservation District Board of Commissioners to enable it to carry out its preservation goals effectively. Although, generally, tax dedications are to be frowned upon, in this instance a means of financing might be to transfer one-fifth mill of the ad valorem tax from the Board of Levee Commissioners of Orleans Levee District to the Vieux Carre Historic Preservation District. This would amount to approximately \$200,000 per year.

An alternate means of financing might be to require that the City shall provide in its operating budget for the Historic Preservation District an amount equal to

25% of municipal taxes collected on Vieux Carre properties. In 1966 this would have amounted to \$300,000.

If the management of the publicly owned, revenue producing real estate in the Vieux Carre (the French Market, Farmer's Market, the Pontalba Buildings, etc.) were to be centralized in a single City agency, income surpluses could be allocated to the Vieux Carre Historic Preservation District, instead of to the City's General Fund. (In 1967, the French Market Corporation made a surplus payment of \$25,000 to the City.) If rentals of apartments in the Pontalba Buildings were raised to the level of similar private enterprise accommodations, this could be a source of substantial revenue.

A reasonable schedule of fees for providing architectural and historic information services to property owners and others involved in repairs, renovation, restoration, rebuilding, as well as researchers, scholars and writers, should be developed which should make this part of the operation self-sustaining.

The role of the Vieux Carre Historic Preservation District Board of Commissioners should be limited to policy making and general supervision of the entire preservation program. An executive director, appointed by the Board of Commissioners and serving at its pleasure, should be in charge of all administrative operations. The executive director should be either an urbanologist or an architect, and have a degree in either fine arts, urbanology or architecture, and executive experience. His compensation should be the same as that provided for the Director of the City Planning Commission.

The duties of the staff should be divided into three divisions: regulatory, planning, and information services. Regulatory duties would include processing permit applications and field inspections to assure compliance; field inspections to update the existing condition inventory; to identify buildings in need of repair and violations; a coordinated code enforcement program with other regulatory agencies; and the processing of violations.

Planning duties would include a continuing process of updating the Plan, capital programming for the Vieux Carre, initiating Vieux Carre zoning changes, obtaining information and materials produced by the Urban Survey and the Demonstration Study, and the data processing equipment.

Information services would include providing architectural and historic information services to property owners and others involved in repairs, renovation, restoration and rebuilding, as well as to researchers, scholars, etc.; inaugurating a program for recognizing notable renovations and restorations; and providing regular reports on the state of preservation in the Vieux Carre.

The staff should be professionally qualified and include an architect, a city planner, an historian, an attorney, an electronic data processor, as well as trained field inspectors and the required clerical personnel. With the exception of the executive director and the attorney, all staff members should be in the City's Classified Civil Service.

The Board of Commissioners should have the authority, from time to time as the need arises, to retain outside experts and appoint special advisory committees to consult with it and the staff. Until the staff has been completed, it is recommended that a committee of qualified architects be appointed to work with the staff.

It is important that provision be made for a review of the architectural and historical rating of each building in the Vieux Carre at regular intervals. The interval between reviews should probably be not less than five years, nor more than ten years.

This reevaluation could be accomplished best by an officially chartered commission of experts completely detached from the day to day pressures of administering the Vieux Carre Plan and enforcing the Vieux Carre Preservation Ordinance.

The recognition of the need of preservation of historic architecture, areas and structures throughout the City was first placed on the very early studies by the City of the Community Renewal Program.

These early studies have led to tentative conclusions that require legislation to provide for the preservation of architecturally and historically valuable areas throughout the City, as now needed. As an extension of the Community Renewal Program Study the City will develop enabling legislation which will permit the preservation program to be established. These preservation programs and legislation of preservation and restoration law will, therefore, be compatible with the findings of the Vieux Carre Demonstration Study.

and the intents and purposes of the recommendations contained therein.

The processes referred to above should include the officially-charged commission of experts as the agency responsible for the periodic reevaluation of the architectural-historical ratings of such buildings and areas in the Vieux Carre. An alternative might be to structure a rating commission, and develop operating procedures for it, along the lines employed in the Tulane Vieux Carre Survey.

Legislation must be prepared to amend and/or reenact pertinent provisions of the Louisiana Constitution, the New Orleans City Charter, and the Vieux Carre Ordinance, in order to carry into effect the recommendations for designating the Vieux Carre Historic Preservation District of New Orleans and replacing the Vieux Carre Commission with an Historic Preservation District Board of Commissioners to administer its affairs.

In view of the approach being taken by the Louisiana State Law Institute in its revision of Article XIV, it is particularly important that the constitutional amendment, amending Section 22A of Article XIV, required to create the Vieux Carre Historic Preservation District be concise.

Consideration must be given to the possible adverse implications of the Law Institute's stated objective—(i.e., that the Legislature should be granted *adequate authority* in the future to *deal with all phases of local government*)—may have upon historic preservation in the Vieux Carre. Suitable safeguards against any undue *interference* on the part of the Legislature in Vieux Carre affairs should not only be included in the constitutional amendment, but in the amendment to the Home Rule Charter of the City of New Orleans as well.

The amendments to New Orleans' Home Rule Charter required to create the Vieux Carre Historic Preservation District as recommended should be as concise as possible.

All of the details necessary for the creation and operation of the Vieux Carre Historic Preservation District as recommended should be spelled out in a reenacted Vieux Carre Ordinance. (Texts of suggested legislation are included in the technical supplement on legal and administrative recommendations.)

Developing a Model Preservation Law

The language of the suggested constitutional, charter, and Vieux Carre Ordinance amendments has been tailored to accommodate the specific situations and relationships that exist in and between the Vieux Carre, the City of New Orleans and the State of Louisiana; hence, these suggested laws may not be suitable for verbatim application to other historic preservation areas elsewhere in the nation. Therefore, in order to develop a model which might have general application, historic preservation laws existing in other states and localities were examined and evaluated in the light of the legal and administrative experiences of the Vieux Carre Commission and the conclusions and recommendations developed in this Demonstration Study. A suggested model state preservation law has been drafted which includes guidelines, terms and conditions for local governing bodies to create and establish historic preservation districts.

The recommendations contained herein are far-reaching, and their complete implementation will take several years. A sustained, positive, aggressive, coordinated effort on the part of political, civic and business leaders of the community will be required for the recommended Vieux Carre Historic Preservation District of New Orleans to become fully operational.

In order to avoid additional deviation from or destruction to the tout ensemble during the interim, it is recommended that, until the District Board of Commissioners is activated:

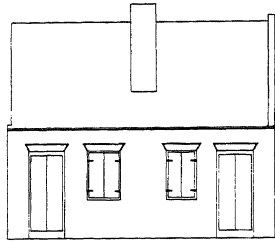
1. no more high density hotel-motel construction should be permitted within the Vieux Carre;
2. no more heavy-traffic generating land uses should be permitted in the Vieux Carre;
3. positive steps should be taken by the present Vieux Carre Commission and/or the City Council to insure that all restorations and all new construction are designed authentically and conform to the tout ensemble.

Private Investment

Private investment will be the principal means for implementing the Vieux Carre Plan. The quality of future private development and rehabilitation activity in the



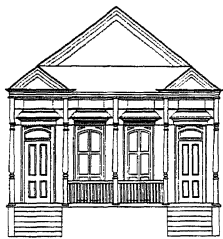
Slave Quarter



Cottage



Large Masonry Structure



Double Shotgun House

Prototype buildings

Quarter is a matter of prime concern. Unlike many historic areas the stimulation of private capital is not a serious problem in the Vieux Carre generally, although pockets of deterioration exist where private investment in building maintenance and restoration has been inadequate to date. On the whole, however, the *quality* rather than the *quantity* of private investment poses the most serious problem to implementing successfully the goals of the Plan.

The Plan identifies locations within the historic district where private redevelopment and investment in new structures should be undertaken. Much of this is of the "jigsaw puzzle" variety, replacing one or two buildings within a block with minimum disruption to the tight-knit pattern of existing development. The amount of appropriate new development will, of course, be limited. Most of the private funds needed for future preservation efforts will go into the restoration and rehabilitation of existing structures within the historic district.

Rehabilitation Survey

To assist private groups and individuals in making investment decisions on Vieux Carre properties, a survey was made of the costs and economic feasibility of rehabilitating various types of structures within the historic district.

For the purpose of this analysis, rehabilitation has been defined as the alteration of the physical nature of a building to the point where it is at least a safe, sound, and decent structure capable of serving a viable economic use. In keeping with overall historic preservation objectives this rehabilitation is accomplished without significant alteration to the exterior appearance of the building.

Economic analysis was undertaken to accomplish the following:

1. To estimate the cost of actually performing the rehabilitation work necessary to achieve minimum, moderate and extensive stages of rehabilitation.
2. To estimate the income that rehabilitated structures will generate if used for investment purposes.
3. To determine the market value of the structure after the completion of rehabilitation work.

4. To analyze the relationship between costs and returns and to draw conclusions concerning the economic worth of actually undertaking rehabilitation.
5. To apply to the entire Vieux Carre the knowledge gained from the above analyses of a selected sample of structures.

Nine structures were selected as representative of the dominant building types in the Quarter. Plans for the rehabilitation of these structures to meet standards of minimum, moderate, and extensive rehabilitation were drawn up and submitted to a local contractor active in the Vieux Carre who estimated the cost of undertaking the work necessary to bring the structure up to the rehabilitation standards defined for each category. In this manner cost figures reflecting the outlays required to rehabilitate the building were derived. The value of the structures prior to rehabilitation has been estimated on the basis of assessment records. The post-rehabilitation values are based upon capitalization of the income which would be generated by the structure. Finally a conclusion is drawn concerning the worth of rehabilitation when compared with the ability of the building to support original plus rehabilitation costs.

Key to an economic analysis of rehabilitation is the estimating of costs required to perform minimum, moderate, and extensive rehabilitation of the building. It is assumed that the building is viable in its current, lower order use and poor physical condition. Furthermore, it is assumed that rehabilitation will require significant expenditures and that these will necessitate upgrading the use of the structure and possibly even a complete conversion of use in order to support these costs.

Inventory of Structures

Though nine structures were selected as representative of the major building types presently existing in the Vieux Carre, two of these were evaluated for two different uses. This brought the total number of cost estimates to eleven. The structure types considered were:

1. Slave Quarters (two)
2. Single Cottage
3. Single Shotgun House
4. City House, Type One (with hipped roof)
5. City House, Type Two (with flat roof)
6. Large Frame Residence
7. Double Shotgun House
8. Large Masonry Building

These structures are located in several parts of the Vieux Carre. There are none, however, in the intensive tourist area which roughly includes the squares around Chartres, Royal and Bourbon streets.

The smallest structure to be considered is a two-story Slave Quarters building at 427-29 Burgundy. It contains approximately 1,060 square feet. The largest building is the three-story City House (Type Two) located at 312 Decatur Street which contains a total of 8,208 square feet.

Table 19 sets forth the rehabilitation costs for each structure as submitted by the New Orleans contractor. The first two figures assume the retention of the existing use of the building while the last represents a total rehabilitation based upon rearrangement of the interior to reflect new uses and expanded utility. Table 21 shows the same rehabilitation cost data on a per square foot basis.

Absolute Costs of Rehabilitation

Table 20 shows that it will cost from \$3,031 to \$15,459 to bring the sample Vieux Carre structures up to standards of minimum rehabilitation. The cost of rehabilitating the smaller cottages, slave quarters, and shotguns is between \$3,000 and \$4,000 for single unit or apartment uses. It will cost from twice to five times as much to bring the larger, more complex buildings to minimum standards.

The cost of moderate rehabilitation ranges from \$6,749 to \$36,129 depending on the type of structure. In most instances this expenditure is about twice that for minimum rehabilitation of the same building. The nature of the structure, however, forces the cost of moderate rehabilitation for the large masonry house to a level four times greater than that for its minimum rehabilitation.

Extensive rehabilitation requires the complete restoration of the structure and a remodeling for modern uses. Costs are somewhat greater than they would be if it were not necessary to maintain historic preservation standards. Extensive rehabilitation is essentially a complete rebuilding. Consequently rehabilitation costs run from \$25,000 to \$131,000 per building.

Per Square Foot Costs of Rehabilitation

The rehabilitation costs set forth above can vary with the size of any particular building within a structure

type. A more accurate method of analyzing these expenditures is to put them all on a per square foot basis. This approach also permits greater applicability when estimating the cost of rehabilitating buildings which are not one of the nine examples.

Table 21 shows that for minimum rehabilitation the lowest per square foot cost figures are those for structures of masonry construction. These run from \$1.21 to \$1.56. The most expensive structure to bring to minimum rehabilitation is the large frame house at \$3.86 per square foot. The smaller, more numerous examples of cottages, slave quarters, and shotguns have costs running between \$2.12 and \$2.92 per square foot.

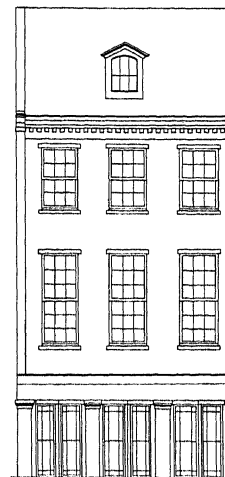
At the moderate rehabilitation level per square foot cost figures range from \$4.44 to \$6.36 except for the two city houses where the figures are \$2.98 and \$2.79.

As was indicated in the paragraphs above the absolute cost of extensive rehabilitation is considerable. This condition is carried into the square foot cost figures which are comparable to, if not excessive of, the cost of totally new construction. The two city houses again show the lowest per square foot restoration costs at \$13.46 and \$15.88. Costs for other structures run from \$19.96 for a single cottage rehabilitated as a single unit to \$24.82 for the large frame house rehabilitated as six apartments.

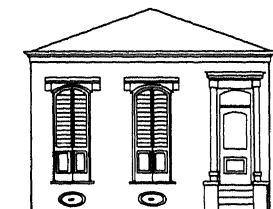
The rehabilitation cost figures developed for all levels of rehabilitation appear consistent and reasonable enough to warrant their application to other structures in the Vieux Carre.

Economic Viability

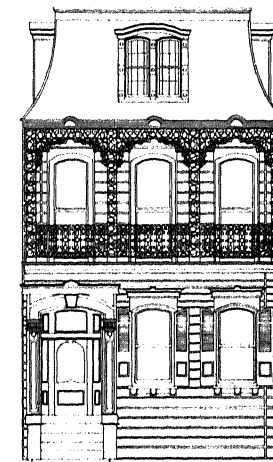
The purpose of this analysis is to determine not only what it will cost to rehabilitate structures in the Vieux Carre but to define the relationship existing between the total of these costs plus original acquisition cost and the income which the building can generate at each stage of rehabilitation. As noted, the various rehabilitation cost figures set forth above must be applied to the structure's original cost to get the total cost of rehabilitation. In addition, an income stream based on current rental rates in the Vieux Carre must be determined. This income stream is used as the basis for estimating the building's capitalized or market value, which is compared with the total cost of rehabilitation to determine the extent of deficiency or excess of market value in relation to total cost of rehabilitation.



City House Type II



Single Shotgun House



Large Frame Residence

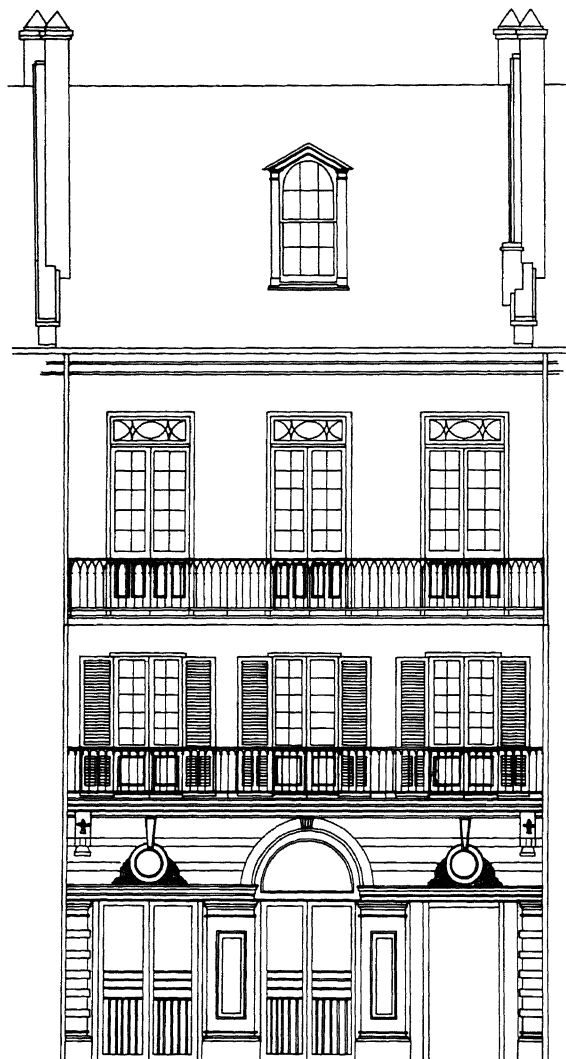


Figure 71: 1117 Decatur Street

TABLE 19. VIEUX CARRE REHABILITATION SURVEY

BUILDING TYPE		City House—Type 1 (Hipped Roof)				
ADDRESS		1117 Decatur Street		USE Retail and Apartments		
Component	Minimum Action	Costs	Moderate Action	Costs	Extensive Action	Costs
EXTERIOR						
Painting & Glazing	Repaint	\$2,120.00	Repaint	\$ 2,120.00	Repaint	\$ 2,120.00
*Brick or Stucco	—	0	Repoint	300.00	Repair	800.00
Wood Siding	—	0	Minor Repair	0	Major Repair	0
Windows, Frames & Blinds	—	0	Repair	240.00	Replace	1,200.00
Doors & Frames	—	0	Repair	1,000.00	Replace	6,000.00
*Stairs or Steps	Repair	0	Repair	150.00	Replace	900.00
Roofing	Patch	65.00	Patch	65.00	Reroof	500.00
Sheetmetal	Repair	45.00	Replace	690.00	Replace	690.00
*Cornice or Parapet	—	0	Repair	200.00	Replace	2,000.00
Framing Repairs	—	0	Minor	100.00	Major	0
*Porch, Balcony or Veranda	Repair	100.00	Repair	100.00	Replace	520.00
Chimney	Repoint	100.00	Repoint	100.00	Repair	200.00
Foundation Repairs and Paving	—	0	Repoint	300.00	Repair	1,200.00
SUB TOTAL		\$2,430.00		\$ 5,365.00		\$16,130.00
INTERIOR						
Painting	Repaint	\$2,511.00	Repaint	\$ 2,511.00	Repaint	\$ 6,980.00
Walls	—	0	Repair	400.00	Replace with Gypsum Bd.	14,460.00
Ceilings	—	0	Repair	250.00	Replaster	3,600.00
Wood Flooring	Refinish	706.00	Refinish	706.00	Repair & Refinish	806.00
Ceramic Tile	Grout	0	Repair	0	Replace	529.00
Resilient Tile	—	0	Patch	0	Replace	662.00
Trim	—	0	Repair	1,360.00	Replace	2,520.00
Plumbing	—	0	Repair	250.00	Replace	2,290.00
Fixtures	—	0	Replace (Minor)	300.00	Replace (All)	1,200.00
Air Conditioning &/or Heating System	—	0	Repair	150.00	Provide	3,600.00
Wiring	—	0	Repair	486.00	Rewire & New Fix.	804.00
*Cabinets	—	0	Repair	200.00	Replace	1,440.00
Shoring & Demolishing	—	0	Minor	200.00	Major	500.00
Insulation	—	0	—	0	In Attic	144.00
Finish Hardware	—	0	Repair	200.00	Replace	0
SUB TOTAL		\$3,217.00		\$ 7,013.00		\$39,535.00

TABLE 19. VIEUX CARRE REHABILITATION SURVEY , CONTINUED

<i>MISCELLANEOUS</i>			
Cleaning & Hauling	\$ 50.00	\$ 75.00	\$ 500.00
Fees, Insurances, Taxes, Supervision, Etc.	490.00	1,868.00	8,425.00
SUB TOTAL	\$ 540.00	\$ 1,943.00	\$ 8,925.00
TOTAL	\$6,187.00	\$14,321.00	\$64,590.00

* Where Applicable

Source: Paul Jensen, General Contractors, New Orleans, Louisiana.

TABLE 20. REHABILITATION COSTS OF SAMPLE VIEUX CARRE BUILDINGS

Building Type	Address of Prototype	Use	Rehabilitation Costs		
			Minimum	Moderate	Extensive
Single Cottage	427 Burgundy	Single Residence	\$ 3,251.00	\$ 6,826.00	\$ 30,654.00
		2 Apartments	3,251.00	6,826.00	37,176.00
Slave Quarter	427 Burgundy	1 Apartment	3,031.00	6,749.00	25,747.00
Slave Quarter	517 Dumaine	1 Apartment	3,354.00	7,286.00	29,459.00
		2 Apartments	3,354.00	7,286.00	32,554.00
Single Shotgun House	822 St. Peter	Single Residence	3,852.00	7,629.00	27,907.00
City House Type 1 (Hipped Roof)	1117 Decatur	Retail and 3 Apartments	6,187.00	14,321.00	64,590.00
City House Type 2 (Flat Roof)	312 Decatur	Retail and 4 Apartments	10,012.00	23,122.00	131,479.00
Large Frame Residence	632 Esplanade	6 Apartments	15,459.00	25,332.00	99,415.00
Double Shotgun House	720 Esplanade	3 Apartments	6,883.00	13,108.00	50,179.00
Large Masonry Building	620 Ursuline	5 Apartments	8,875.00	36,129.00	126,021.00

Source: Paul Jensen, General Contractors, New Orleans, Louisiana.

TABLE 21. PER UNIT COST OF REHABILITATING SAMPLE VIEUX CARRE STRUCTURES

Building Size	Building Size (Sq. Ft.)	Cost Per Square Foot		
		Minimum Rehab. (\$/Sq. Ft.)	Moderate Rehab. (\$/Sq. Ft.)	Extensive Rehab. (\$/Sq. Ft.)
Single Cottage*	1,536	2.12	4.44	19.96
Single Cottage**	1,536	2.12	4.44	24.20
Slave Quarters	1,056	2.87	6.39	24.38
Slave Quarters*	1,360	2.47	5.36	21.66
Slave Quarters**	1,360	2.47	5.36	23.94
Single Shotgun	1,430	2.69	5.33	19.52
City House—1	4,800	1.29	2.98	13.46
City House—2	8,280	1.21	2.79	15.88
Large Frame House	4,000	3.86	6.33	24.82
Double Shotgun	2,360	2.92	5.55	21.56
Large Masonry Building	5,678	1.96	6.36	22.19

* Single unit reuse after extensive rehabilitation.

** Two unit reuse after extensive rehabilitation.

Source: Building sizes calculated by Hammer, Loomis, Fisher Associates from drawings submitted by Marcou, O'Leary and Associates. Cost data from Paul Jensen.

It is recognized that not all of the rehabilitated structures would be used as investment properties. Many would be owner occupied and the generation of income would not be important. But for the purpose of this economic analysis all properties are assumed to be income generators for they provide a determinant of their true economic worth.

CURRENT MARKET VALUE OF SAMPLE STRUCTURES

The current market value of the Vieux Carre structures used in the sample has been estimated using the property's 1967 assessment from the Orleans Parish Assessment Roll and Ledger as the base and expanding this by a factor of four. The expansion factor reflects the fact that the current assessed value of real property in the parish is generally agreed to be about 25 percent of its market value. The pre-rehabilitation acquisition cost figures derived by this method appear to be in line with observed market values for similar structures in the same physical condition. Table 22 shows the original acquisition cost for each of the nine structures. These run from \$16,000 for the slave quarters at 417 1/2 Burgundy to \$80,000 for the large masonry house at

620 Desdunes Street. The original acquisition cost of the two city houses at \$16,000 and \$18,000 appear to be somewhat low. This is undoubtedly a result of the fact that these current assessments reflect their low present condition and deteriorated condition.

The original acquisition cost or current market value figures would also serve as the basis for the rehabilitated cost of the structure. Table 22 shows the total cost of rehabilitating the nine sample Vieux Carre structures for their current use and for eleven reuses. Minimum rehabilitation produces total costs ranging from about \$14,000 to \$89,000. After extensive rehabilitation the owner would have a minimum of \$41,747 or a maximum of \$216,021 invested depending upon whether he was rehabilitating a 1,050 square foot slave quarters or a 5,678 square foot large masonry house. One conclusion that can be drawn from the data in Table 22 is that extensive rehabilitation or restoration of buildings in the Vieux Carre is an extremely expensive undertaking and a small part of which can be attributed to the fact that the original acquisition cost of the structures is so high. These acquisition costs account for anywhere from 12 to 59 percent of the

TABLE 22. TOTAL COST OF REHABILITATING SAMPLE VIEUX CARRE STRUCTURES

Structure Type	Original Acquisition Costs	Cost After Rehabilitation Stages		
		Minimum	Moderate	Extensive
Single Cottage*	\$32,000	\$35,251	\$ 38,826	\$ 62,654
Single Cottage**	32,000	35,251	38,826	69,176
Slave Quarters	16,000	19,031	22,749	41,747
Slave Quarters*	24,000	27,354	31,286	53,459
Slave Quarters**	24,000	27,354	31,286	56,554
Single Shotgun	40,000	43,852	47,629	67,907
City House—1	16,000	22,187	30,321	80,590
City House—2	18,000	28,012	41,122	149,479
Large Frame House	64,000	79,459	89,332	163,415
Double Shotgun	30,000	36,883	43,108	80,179
Large Masonry Building	80,000	88,875	116,129	206,021

* Reuse as single unit (after extensive rehabilitation only).

** Reuse as two apartments (after extensive rehabilitation only).

total rehabilitated cost of the building.

INCOME GENERATION BY REHABILITATED STRUCTURES

All of the structures included in this analysis are assumed to be capable of generating income to their owners. A different level of income is assumed for each stage of the rehabilitation process. Consequently an apartment in an extensively rehabilitated building will generate a greater return than the same size apartment in a structure which has seen only minimum rehabilitation. The assumed rents were calculated on a square foot basis from operating data furnished by Vieux Carre investors. The monthly rentals calculated in this manner for each apartment, single family unit, or square foot of commercial space were tested for reasonableness by comparing them with rents as they are known to exist in the Quarter.

These calculations reflect three determinants of income generation: the use of the structure, its size in square feet, and the level of rehabilitation. Thus it is not surprising to find that the smallest annual return is generated by the slave quarters structure at 427-429 Burgundy Street which has two small apartments. The greatest income generation at the minimum level of rehabilitation is provided by the larger masonry house used as a single unit structure. The same situation

exists at the moderate rehabilitation level, but after extensive rehabilitation the greatest amount of income-generating potential is furnished by the two city houses with their substantial amounts of commercial space.

POST-REHABILITATION MARKET VALUE OF SAMPLE STRUCTURES

The supportable market values derived from the rent anticipated for each of the sample structures in its current use or anticipated reuse are set forth in Table 23. These figures take into consideration taxes and debt service. Analysis of existing structures indicated that gross rent was equal to approximately 10 percent of market value. This 10 percent figure is used as the basis for expanding the projected income stream to a market value for the building. Thus a \$5,000 annual rent can support a building with a market value of \$50,000. If the building costs only \$40,000 then the investor is achieving a 12.5 percent return. If he must pay \$60,000 for the building and can obtain rent of only \$5,000, then the return on his investment is about 8.3 percent, less than the amount needed to make it a worthwhile investment. After minimum rehabilitation the market values derived from income-generating potential range from \$18,960 for the small slave quarters structure to \$115,800 for the large masonry house. After extensive rehabilitation the buildings are capable of supporting market values of \$31,680 to \$238,460.

TABLE 23. SUPPORTABLE MARKET VALUE OF SAMPLE VIEUX CARRE STRUCTURES**

Structure Type	Current*	Minimum	After Rehabilitation Stages	
			Moderate	Extensive
Single Cottage***	\$32,000	\$ 27,600	\$ 33,120	\$ 46,200
Single Cottage****	32,000	27,600	33,120	38,760
Slave Quarters	16,000	18,960	22,800	31,680
Slave Quarters***	24,000	27,720	34,320	40,800
Slave Quarters****	24,000	27,720	34,320	34,320
Single Shotgun	40,000	29,160	36,000	42,960
City House—1	16,000	108,000	128,160	148,320
City House—2	18,000	82,800	103,500	238,460
Large Frame House	64,000	50,600	84,240	101,160
Double Shotgun	80,000	28,600	34,080	39,820
Large Masonry Building	80,000	126,000	143,090	143,160

* Based on assessments as shown in the 1967 Orleans Parish Assessment Roll and Ledger. Assessments assumed to be 25 percent of current market value.

** Supportable market value based on price-to-income ratio.

*** Reuse as single unit (after extensive rehabilitation only).

**** Reuse as two apartments (after extensive rehabilitation only).

MARKET VALUE COMPARED WITH COST OF REHABILITATION

The figures in Table 24 show the excess or deficiency of market value when compared with the total cost of rehabilitation. The actual dollar amounts are not as important as the relative relationship. In some cases an excess of market value is created by the rehabilitation, while in other cases the rehabilitation is not able to support its cost. Where the new market value resulting from income generation after rehabilitation is greater than the actual cost of rehabilitation, the figure is preceded by a plus sign. Where the rent-generated market value is less than the cost of the rehabilitated structure the dollar figure is preceded by a minus sign.

At the minimum level of rehabilitation four of the nine different structures show a surplus of market value over the total cost of rehabilitation. In all but one case of the structures showing a deficiency is operating nearly in balance between market value and total cost. The most profitable structures are the city houses with their relatively low initial and rehabilitation costs and relatively high return. This return is increased by the commercial spaces which the structures contain. The space generates income at a greater rate than residential uses. After moderate rehabilitation some of the numbers have changed but the properties which showed an excess at the minimum level continue to show

an after moderate rehabilitation, as do those showing a deficiency.

TABLE 24. COMPARISON OF SUPPORTABLE MARKET VALUE WITH COST OF REHABILITATED STRUCTURES

Structure Type	Excess (+) Or Deficiency (-) Of Market Value As Compared With Total Cost Of Rehabilitation		
	Minimum	Moderate	Extensive
Single Cottage*	\$ 7,651	\$ 5,706	\$ 16,454
Single Cottage**	7,651	5,706	-30,416
Slave Quarters	71	51	-10,067
Slave Quarters*	-366	-3,034	-12,659
Slave Quarters**	-366	-3,034	-22,234
Single Shotgun	14,002	11,629	-24,947
City House—1	89,813	97,839	67,730
City House—2	64,688	62,378	88,981
Large Frame House	8,849	5,092	62,255
Double Shotgun	8,173	9,028	40,359
Large Masonry Bldg	-26,925	-26,961	62,861

* Reuse as single unit (after extensive rehabilitation only).

** Reuse as two apartments (after rehabilitation only).

It is following extensive rehabilitation that the most interesting figures appear. The two city houses continue to show an excess of market value over rehabilitation costs, but the remainder of the eleven structures and their new uses show substantial deficiencies of market value as compared with their cost. On the basis of this information, therefore, it is unrealistic for entrepreneurs to purchase Vieux Carre structures, restore them at great expense, and still expect to make a profit from rental of residential units. This is especially true where the structures to be rehabilitated are frame and therefore susceptible to high restoration costs.

Observations and Conclusions

The analysis above and accompanying tables provide us with information which sheds considerable light on current real estate activities in the Vieux Carre. These, in turn, make it possible for us to draw conclusions concerning the future course of restoration activity in the Quarter and the condition of the real estate market in general.

OBSERVATIONS

1. The cost of rehabilitating Vieux Carre buildings is high. Minimum and moderate levels of rehabilitation can be achieved, however, with financial expenditures which would be considered reasonable in light of the relatively large improvement they make in the condition of the property. Extensive rehabilitation must be considered extremely expensive and at least comparable to the cost of new construction.
2. The key to the total cost of rehabilitating any particular structure is its original acquisition cost.
3. Original acquisition costs for even the most dilapidated Vieux Carre structures, and those with relatively little intrinsic historic or architectural value, have increased precipitously during the past decade with particularly intensive upward pressures during the last five years. This has occurred in response to a broadening of the market for in-town apartment housing, the growth of Vieux Carre retail commerce, increased recognition by "house hunters" of the "antique" value of French Quarter dwellings, and real estate "wheeling and dealing" by a relatively small group of investors and developers.
4. The difficulties encountered recently by a well-

known developer of Vieux Carre property can be attributed to the high original costs that this developer had to pay for the property he acquired and the relatively high costs of extensive rehabilitation. Contributing to this is the fact that rental rates have not increased proportionally with increased costs.

5. The overall pace of rehabilitation of Vieux Carre structures has lessened recently as the result of these higher costs and the need for entrepreneurs to proceed at a very cautious rate.

CONCLUSIONS

1. It is possible for investors to purchase Vieux Carre property, rehabilitate it for rental purposes, and make a reasonable return on their investment.
2. Vieux Carre structures rehabilitated to minimum or moderate levels and used for residential purposes may or may not provide a suitable return on investment depending upon the original cost of the structure.
3. Extensively rehabilitated structures to be used for residential purposes cannot generate a return great enough to support the cost of rehabilitation at current rental rates.
4. Future rehabilitation for investment purposes will be restricted almost entirely to commercial re-uses except in those instances where the property has been bought prior to the recent inflation in property values or where a particularly low price is paid for the structure to be rehabilitated.
5. Except in those instances where properties are restored for single-family use, the bulk of residential units developed will be small. This is necessary if anything approaching a suitable economic return is to be obtained.
6. A greater proportion of future rehabilitation will be undertaken by individual home owners who are willing to pay the amounts necessary in order to gain the psychological reward associated with owning restored property in the Vieux Carre.
7. Some individuals will take a relatively smaller return on their invested capital under the assumption that the value of their property will in-

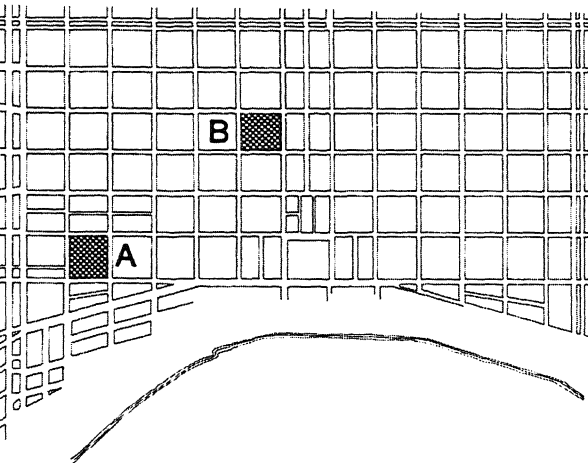


Figure 72: Pilot improvement blocks

crease considerably in the future and they will realize a capital gain from it.

8. There is a need to re-evaluate public policies with regard to property within the Vieux Carre. It is conceivable that owners of properties restored in conformance with Vieux Carre planning objectives should be granted tax relief or even subsidies to enable them to make economic use of the structures.
9. The high acquisition costs of restorable properties indicate the need for a development organization which would purchase these properties at the market price and resell them to individuals for redevelopment at lower than market prices.

Preservation Guidelines

To undertake rehabilitation and restoration activity, a set of guiding principles needs to be developed over time by the city to assist private investors in their activities.

Bernard Lemann has perhaps most accurately summed up what he calls *the dilemma of the Vieux Carre*:¹

It becomes manifestly clear that the question of an architectural style for this area cannot be legislated. It can only be solved through vigilant protection, followed by painstaking cooperation and search, a gradual groping towards a satisfactory balanced set of attitudes. Though uncertainties prevail for the present, a few fundamentals become increasingly clear:

1. *A balance must be found between profligate modernization and uncompromising antiquarianism.*
2. *It would be impossible in every restoration, to hold strictly to genuinely traditional procedures of building, though in some instances this can and should be done. The aim should be to deal evocatively with the past we have inherited.*
3. *In the final analysis, ignorant and cost-cutting approximation of a flaccid historicism is in no way preferable to any other kind of rampant destructiveness.*

4. *Eventually, through the inescapable law of mutation the Vieux Carre must find its level of accord with the twentieth, indeed with the twenty-first and subsequent centuries.*

5. *Ultimately, beyond the objectives of tempo, scale or the evocation of a mood, what is really sought for the Vieux Carre? Is it not—quite apart from styles, past, present or future—a matter of quality?*

There appears to be general agreement among preservationists that in treating surviving old buildings it is *better to preserve than repair, better to repair than restore, better to restore than reconstruct.*²

The National Trust for Historic Preservation has proposed a series of principles and guidelines for preservation planning and design that well summarize the best available thinking on the subject. The National Trust urges that public controls never be applied with the intention of prohibiting contemporary design "which harmonizes with the heritage of the past through its awareness of scale and materials." Buildings and sites significant enough to be preserved for exhibition purposes should be maintained or restored "with utmost fidelity to the highest restoration standards possible." The National Trust warns of the possibility that once a project is started it may lead to "creeping reconstruction," the tendency for repair to restoration, and restoration to become by degrees total reconstruction.

The National Trust's guidelines state, *it is preferable to retain genuine old work of several periods rather than arbitrarily to restore the whole by new work, to its appearance at a single selected period. This applies to work of periods different from those now admired, provided it represents a genuine creative effort, or is part of the history of the building. In no case should our own artistic preferences or prejudices lead us to modify work of a bygone period representative of other tastes. The restorationist should replace only that which can be proven to have existed, not that which he thinks the original builder would, or should have wrought . . . It should be recognized, however, that it is sometimes necessary to remove later work in order to establish relative dates of construction. No surviving old work should be removed or rebuilt for structural reasons if it is possible to retain it . . . The integrity of architectural detail is the essence of character; good maintenance is the essence of preservation.*

tion. When deterioration has advanced beyond the effectiveness of maintenance, repair should be consistent with the original character. Remodeling is a last resort and should be consistent with the basic quality of the structure. In certain circumstances, however, salvaging the exterior character of the building may be the only solution. Nevertheless, keeping the street facade of the shell of a fine building often has enough merit to justify drastic or complete interior remodeling.

Pilot Improvement Blocks

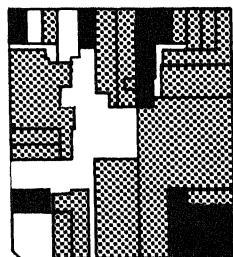
Private redevelopment will be mainly through spot treatment, the selective redevelopment of one or two parcels in a block. Careful design will be required to insure that new development is carefully related in scale and character to the existing architectural setting. To illustrate possible approaches to the problem, two blocks in the Vieux Carre were selected for detailed design study.

PILOT BLOCK 'A' is bounded by Iberville, Chartres, Bienville and Decatur streets. Two and one-half acres in size, this block contains 36 structures and a parking lot. The buildings include 1 two-story structure, 3 five-story, 1 six, and 32 three- and four-story structures.

Iberville and Bienville streets are in wholesaling-warehousing use. Chartres Street is in mixed commercial and wholesaling, with warehousing above, and Decatur Street has a combination of wholesaling and commercial uses with one large industrial activity, a shoe factory. Only 3 buildings are in *good* structural condition, 25 are *in need of minor repairs*, 7 are *in need of major repairs*, and 1 is *dilapidated*. Twenty-three buildings, all built in the early twentieth century, were rated of *no importance* or *objectionable* in the Architectural-Historic Evaluation. Three buildings: 201, 237, and 241 Decatur Street, were rated of *local importance* and 10 were of *value as part of the scene*. There are no sites or buildings of associative value in this block.

The treatment index showed 20 of the 36 buildings in 'Group C,' buildings that *can be replaced by a more suitable use and structure*, while 2 were in 'Group D,' *eligible for clearance and redevelopment*.

Since 22 buildings, or 61 percent of the total, are possible candidates for clearance and redevelopment, the block exhibits the potential for a unified development

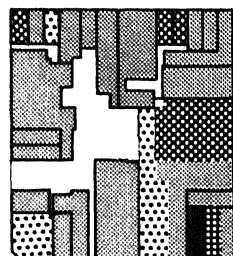


LAND USE

- Residential
- Commercial/Service
- Industrial
- Wholesale/Warehouse

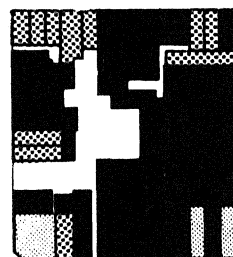


SECTION—CHARTRES TO DECATUR



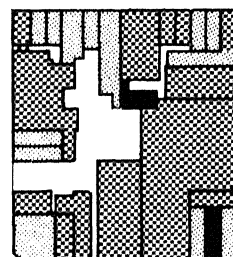
BUILDING CONDITIONS

- Sound
- In Need of Minor Repairs
- In Need of Major Repairs
- Dilapidated



ARCHITECTURAL VALUE

- Of Major Importance
- Of Importance
- Part Of The Scene
- Of No Importance



TREATMENT INDEX

- Group A
- Group B
- Group C
- Group D

SITE PLAN

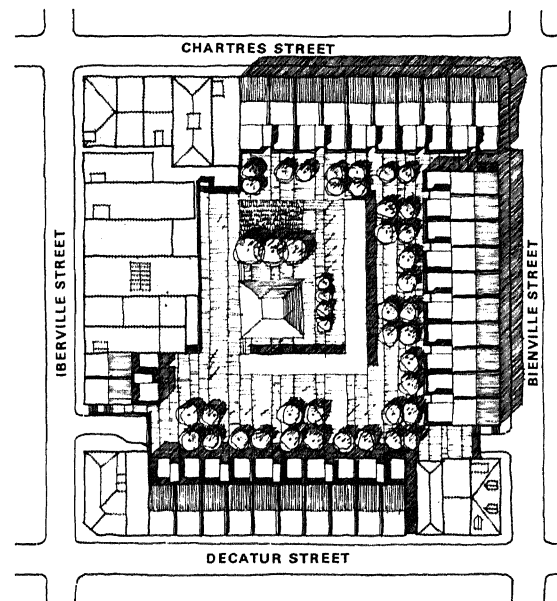




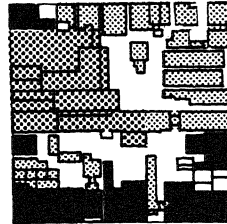






Figure 73: Pilot Block A

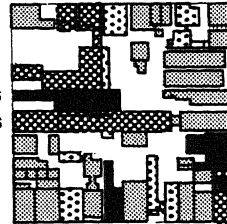
LAND USE

-  Residential
-  Commercial/Service
-  Industrial
-  Wholesale/Warehouse

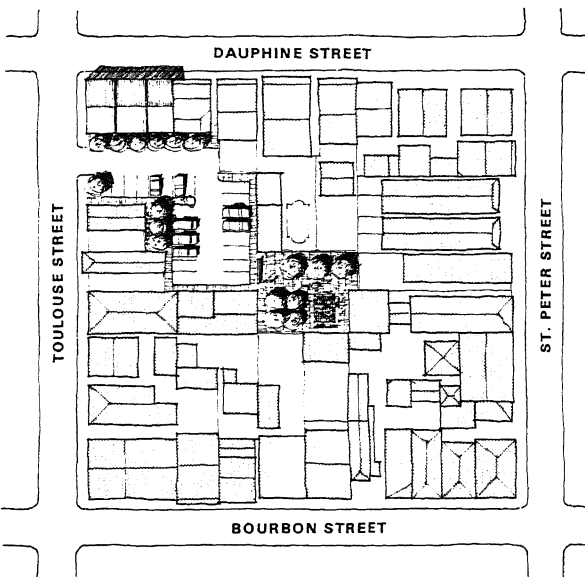


BUILDING CONDITIONS





-  Sound
-  In Need of Minor Repairs
-  In Need of Major Repairs
-  Dilapidated

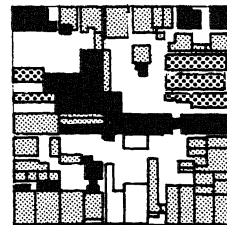


SITE PLAN



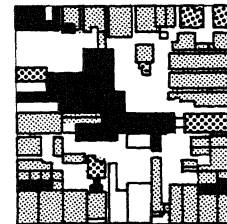
ARCHITECTURAL VALUE

-  Of Major Importance
-  Of Importance
-  Part Of The Scene
-  Of No Importance



TREATMENT INDEX

-  Group A
-  Group B
-  Group C
-  Group D



program based on a single, clearly defined plan. The proposed site plan, Figure 73, assumes such a unified approach, with a single developer, or possibly a coordinated group of developers, acquiring control of the entire block.

In this proposal 20 of the original buildings would be cleared, to be replaced with 60 new town house units, all in upper floors, and about 37,000 square feet of new commercial and office space. The remaining buildings would be rehabilitated or otherwise brought up to standard condition, and integrated with the new development.

Suggested reuses for the block, in addition to the town house units, include retail, office, and craft shop-studio type activities. With a single developer or a cooperative agreement among individual property owners, the interior of the block could be redeveloped as indicated in Figure 73. This section drawing shows two levels of tenant parking, supplying up to 120 parking spaces and a communal open space of about one acre on the upper deck of the parking area. This open space would be at the second floor level of existing structures and would extend over an interior roadway. The roadway would serve both as access to the parking area and as a means of servicing the ground floor shops and offices from the rear.

Cost estimates indicate that \$2,440,000 of private capital would be required for this project, including land costs.

PILOT BLOCK 'B' is bounded by Bourbon, St. Peter, Dauphine, and Toulouse streets. It was selected to explore the possibility of providing a combination of private parking and open space within a typical residential block of the Quarter. The opportunity to furnish such facilities exists in a number of other residential blocks (see Figure 75) where the interior open space is still substantially unimproved. The blocks in which this treatment is proposed were developed in the middle and late nineteenth century. The provision of communal open space, however, would not be consistent with the historic pattern of private patios and courtyards that characterizes the original section of the Vieux Carre and therefore should not be introduced into this older portion of the Quarter.

Pilot Block 'B' contains 45 structures, predominantly one- and two-story cottages and shotgun houses. Three buildings were found to be of *major importance* in

the Architectural-Historic Evaluation, 30 of local importance and 6 of value as part of the scene. Six buildings are in good structural condition, 24 need minor repairs, 7 need major repairs, and 8 are dilapidated. Land use is residential along Dauphine and St. Peter streets, commercial with upper floor residential along Bourbon, with a lumber yard located on the Toulouse Street side.

The treatment index lists 6 buildings in 'Group C' and 11 in 'Group D,' and there are an additional 10,000 square feet of open land included in the lumber yard.

The Plan indicates the possible clearance of 3 existing buildings and the elimination of the lumber yard, to be replaced by 8 new dwelling units. The interior area would include parking for 22 cars and a common space of 4,200 square feet, onto which existing and new private patios could open. The proposed redevelopment could be modified to provide only parking (in this block an additional 14 spaces could be made available) or restricted entirely to common open space.

The cost of redeveloping the block, based on the proposed site plan and the establishment of a voluntary, cooperative effort among all the property owners involved, which would eliminate land acquisition costs, is estimated to be \$178,000.

Proposed Private Improvement Corporation

In addition to the need for reorganizing public efforts to carry out preservation activities in the Vieux Carre, the need for private mechanism was also investigated in the Demonstration Study. As envisioned below, this mechanism would provide a means for fostering a range of development and preservation activities in the Quarter, especially improvements which otherwise might not occur. A primary concern would be the implementation of the Vieux Carre Plan in support of the proposed New Orleans Historic Preservation Agency. In addition, by emphasizing quality, higher standards for rehabilitation, restoration, and new development would be set.

Findings and Conclusions

1. There is a need for an independent improvement

organization in the Vieux Carre. This need stems from increasing real estate costs, the growing complexity of Quarter development, many instances of low quality improvements, and the decreasing number of attractive investment opportunities available to private enterprise.

2. Although a small privately financed preservation-development group was active in the Quarter until 1963, no such body is operating there at present. Improvement organizations have been conspicuously successful in the historic areas of several other cities, but they have generally limited their activities to the restoration of individual structures and have not become involved in systematic action to implement a detailed plan and program.
3. The best organizational form for the improvement organization is that of a nonprofit corporation. Original capital funds would be acquired by means of a community fund drive, sale of stock, and grants from foundations and public agencies. Since the organization would show an annual loss, additional annual funds would be needed.
4. The goals of a Vieux Carre Improvement Corporation must include not only upgrading the physical environment, but also a general improvement of social conditions and staged effectuation of planning proposals.
5. The corporation's program must be broad enough and flexible enough to enable it to make progress towards its goals. Thus, the usual preservation tasks of buying, restoring, selling, and renting individual structures or groups of structures should be supplemented by an entrepreneurial and coordinating role with regard to public improvements and technical assistance to private groups and individuals.
6. Due care should be taken to minimize conflict with private, profit-making interests by having the corporation concentrate its efforts in areas which are not attractive to private investors.

THE NEED FOR A PRIVATE IMPROVEMENT CORPORATION

Over the past 20 years the Vieux Carre has seen considerable real estate activity. Significant investments in public and private improvements have been made. The

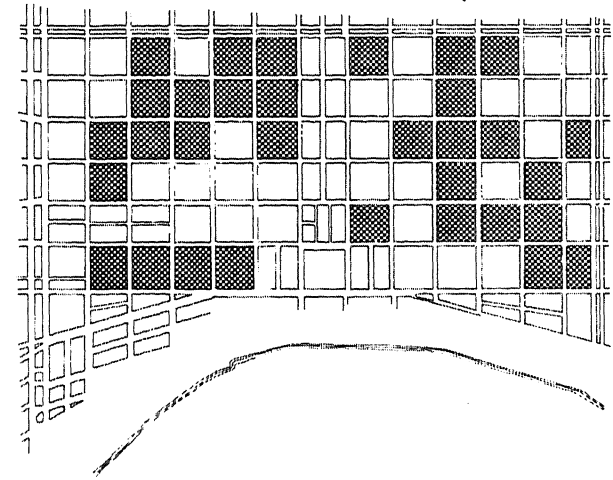


Figure 75: Existing residential blocks with unimproved interior open space

last five years in particular have shown that many private investors consider the Quarter a fruitful location for investment funds although the general conditions for development are difficult. Meanwhile, the city and state have undertaken selective upgrading of their properties in the Quarter.

During the last two decades the cost of making sound investments in the Vieux Carre has risen considerably. Principal causes are the growing cost of real property in the Quarter and the diminishing range of investment opportunities. These factors have tended to promote conditions which hinder further development and preservation activities by any except well organized and well financed operators. Firms of this type have been attracted to the Vieux Carre and have undertaken developments which have added greatly to the economic vitality of the historic district. But such activities tend to lock out the smaller "amateur" investor whose efforts have meant so much to the Vieux Carre's post-war renaissance. In addition, these activities (quite obviously profit-oriented as they must be when undertaken by private developers) have not been able to make significant additions to the non-private character of the Quarter. Limited interest has kept the city and state from doing any more than the minimum required in this regard.

Finally, there is a need for a private organization to assist in carrying out the Vieux Carre Plan. The Plan calls for a level of investment and a degree of public and private activity of such scale and quality that it will certainly require the services of an organization able to operate with a smaller return than the typical private investor will accept. At the same time, a mechanism that exhibits more freedom and flexibility than the public sector is called for. An organization is required which can function at all levels, from making investments of just a few thousand to those of millions of dollars, but specifically in those investment areas where, regardless of the scale of the project and the potential economic return, the impact on the Quarter is potentially high.

Historical Basis

A small profit-making organization called Vieux Carre Restorations, Incorporated, was formed in the late 1950's by a group of preservationists and operated in the Quarter until 1963. The organization was capitalized at \$100,000 and during the course of its short life purchased, restored, and sold three properties at a

small profit.

There are currently, however, no such nonprofit improvement organizations at work in the Vieux Carre. A corporation called Historic New Orleans, Incorporated, has been recently organized along the lines of the corporation proposed here. With proper financial backing it might fulfill the role of the recommended nonprofit group.

A number of persons owning historic properties are active in undertaking renovations for personal use. Taken together these efforts represent a significant amount of activity but, as noted above, the number and operating range of these efforts is decreasing due to higher costs and the fact that sound investment properties are becoming increasingly scarce.

Several organizations similar to the proposed type exist in other cities in the United States. Among the more successful are those in Charleston, South Carolina; Richmond, Virginia; Providence, Rhode Island; and Savannah, Georgia. They generally are initiated through the efforts of individuals interested in historic preservation, receive their first funds from dues or gifts, and work primarily at a small scale, a few structures at a time. A revolving fund usually becomes the most important financial tool for these organizations. The fund plows back most of the proceeds received from the sale of properties toward the purchase of new buildings. The raison d'être behind the average organization of this type is usually the preservation of as many structures as possible. They come into being to answer the need for initial pace setting action in the historic area. Neighborhood rehabilitation and improvement in real estate values is fostered by these efforts. Thus, the organization serves as a model which points out investment opportunities available in the area and tries to reverse prevailing trends by making selected lead investments.

A review of the effectiveness of these organizations reveals that they generally operate on a very small scale, and, therefore, their total impact is usually limited. One of the most effective and largest of the organizations, the Historic Charleston Foundation of Charleston, South Carolina, has purchased a total of 47 properties to date. Twenty of these have been resold to individuals who have restored or are in the process of restoring them. A few structures of no architectural value or which could not be made compatible with surrounding development have been razed and their

ts added to adjoining properties for gardens. The
lance have only recently been acquired and plans
r their future use have not been decided. Only two
the properties purchased by the Foundation were
ly restored by it. All the others have been improved
their purchasers.

en with this effort, however, there is much that could
done in Charleston by the Historic Charleston
undation which is not being undertaken because the
ganization's outlook is necessarily limited by re-
icted funds and the lack of a broad-range program
historic district preservation. Most programs are
ich more limited in scope than Charleston's, so it
n be seen that the average preservation-oriented
rovement organization operates within a very nar-
v scope of effort. Historic Georgetown, Incorporated,
ich was originally capitalized through the sale of
ck shares, restricts its operation entirely to one
ilding. Some enlargement of the usual scope of work
s occurred in Richmond where the Historic Rich-
nd Foundation has worked closely with the city in
development of a park to enhance the Church
l area.

st of the other private improvement organizations
similarly financed and use the revolving fund as
ir principal income-generating mechanism. Several
erent methods are employed to set up revolving
ds. Most improvement organizations seek initial
ncing from local sources. With the inception of the
a of a foundation, a community fund drive is usually
rted. In those instances where the new organization
an off-shoot of an already established preservation
up, the parent body is in a position to offer initial
ncial assistance. Otherwise the early capitalization
he organization depends primarily upon the success
he fund drive. In a few instances shares of stock are
d under strict controls. In the case of Savannah, and
haps others, the foundation supporting the de-
pment and preservation organization has gone to
mmercial lenders for a portion of the original capital.
ce in operation the fund is intended to replenish
lf although it may be necessary from time to time
o to the public again or to other sources for capital
upport a particularly expensive project.

most cases, these organizations have not sought
ncial assistance from city, state or federal agencies.
re is also little evidence that they have received
h financial help from large national foundations.

Goals and Program for a Private Improvement Corporation

Certainly the overriding goal of a Vieux Carre Im-
provement Corporation must be to promote a general
upgrading in the quality of the Vieux Carre's physical
environment as defined through agreed-upon historic
preservation objectives. Concomitant with this goal is a
secondary one of improving social conditions in the
Vieux Carre. A third goal would be to insure that the
recommendations of the Vieux Carre Plan are brought
to fruition.

While it is true that the Plan must be implemented
through the effort of public and private investors as
well as the private nonprofit organization, the latter
body can undertake investments critical to the success
of the Plan. These should serve as models for develop-
ment and preservation efforts by others and increase
the whole economic climate for future investment.

The program required to achieve the general goals
set forth above would have to encompass a wide range
of activities. It would need to be well administered
and adequately financed. In essence the program
would have to carry out the traditional tasks normally
undertaken by a preservation and development or-
ganization while adding to them in order to create a
more flexible, efficient, and effective preservation
mechanism. The following tasks are proposed for
accomplishment by the new organization:

1. Purchase of properties in deteriorating condi-
tion and their resale at a loss to investors willing
to undertake restoration with high standards of
quality.
2. Purchase, restoration, and resale of property for
limited profit.
3. Purchase, restoration and leasing of properties
for profit.
4. Service as a nonprofit entrepreneurial body bring-
ing together government and foundation funds
and private initiative for carrying out specific
non-self-liquidating projects, including both res-
toration and new development.
5. Advising investors interested in the Quarter and
acting as an agent under contract to the city in
providing technical assistance to private groups

and individuals undertaking preservation activities.

The tasks set forth above include several from which it is expected the organization would derive a profit. Although this may appear to be inconsistent with its nonprofit status, this position is unaffected as long as the resulting profits are used within the organization for research or for other non-self-liquidating activity and not distributed to owners or used to reimburse management at an excessive rate.

The first task is aimed at offsetting the negative effects of increasing real estate values in the Vieux Carre. Many properties, although unrestored, have risen so greatly in price that it has become difficult for investors to purchase and improve them at a reasonable cost. These effects serve to put many buildings outside the range of the usual small scale investor. The proposed private corporation would absorb a part of the inflated cost by selling the property at a loss to make proper restoration economically possible. Higher design standards would thus be promoted.

The second task, unlike the first, would involve the corporation in actual restoration work. In this instance a small profit could be expected from its efforts. The improvement corporation would attempt to undertake restorations in parts of the Quarter where such activity has been limited and, thereby, attempt to start a regenerative cycle of new private investment.

The third task would keep the restored property in the possession of the corporation as an income producer. This method could be used in those cases where the property itself has unusual historic or architectural merit or unusual potential for income production.

Task number four is probably the most important of all those listed. It is specifically aimed at projects which are not self-liquidating and thus have no appeal to the typical private investor. An example might be a recreational or cultural facility where entrepreneurial leadership is needed. In these cases it would be useful to have an organization that could channel available public and private funds into the development and operation of the facility. In theory the organization would serve this function only if normal lines of development were not sufficient.

The final task assumes that the organization would have a staff to undertake its own work and that this

staff could be made available to public and private agencies.

Accomplishment of the five tasks would give the proposed improvement corporation considerable power to influence the form, pace, and quality of change in the Vieux Carre. New development, like that proposed for the Riverfront Area—excepting that which is non-income producing in character—would not fall within the purview of the organization. But with adequate financing the corporation could have a profound influence on the way the Vieux Carre Plan is implemented.

While undertaking its work the corporation should refrain from conflict with private investors and developers. Its main purpose is to undertake activities which the private sector cannot undertake and for which the public sector is not sufficiently organized. In those instances where the corporation serves as a pace setter, it would serve to upgrade property values in its general vicinity and hopefully encourage additional private investment. Conflicts can be reduced by clearly defining those areas where it is felt that the private sector is deficient and providing specific guidelines for the operation of the improvement corporation. In general, the corporation should restrict itself to work which the private sector is not willing to tackle because of low profit potential.

Organization and Financing

Most preservation oriented organizations are designated as foundations. Their "owning body" has a broad membership and is administered by a board of trustees. This form of organization is satisfactory for most small, nonprofit groups. It permits a relatively close involvement of the average member in the affairs of the organization. It also permits reasonably close control by the membership of the organization's policies.

It is felt, however, that a standard corporate structure would be more effective for the scale of action required in the Quarter and for greater flexibility in decision making. As a nonprofit corporation, it is conceivable that the City of New Orleans and the State of Louisiana would become major shareholders, thus endowing it with a public character.

Principal financing would be through the sale of stock. The corporation would also be empowered to accept gifts, float loans, and receive government grants. It is

expected that the annual income generated by the activities of the organization would be less than its total annual expenses and losses incurred from its activities. The deficit would have to be made up by gifts and grants from individuals and foundations, and governmental assistance. An important source of funds would be aid from the proposed revolving loan fund and local grant program to be administered by the Vieux Carre Commission.

Basically the Vieux Carre Improvement Corporation would serve as a flexible and innovating arm of the proposed Vieux Carre Historic Preservation District to carry out missions that neither private nor public agencies are available to undertake.

Proposed Capital Improvements

The programming of capital improvements is one of the primary methods for implementing planning proposals. The Vieux Carre Plan will require a series of

capital improvements to translate proposals into reality. These must be carefully related to the city's other needs and staged in terms of the city's financial capacity to carry them out.

Capital improvements programming permits the assignment of priorities based on both need and cost. Resources thus can be more efficiently allocated and future revenue requirements can be anticipated. More effective planning is thereby encouraged and coordination among public and private interests can be materially improved.

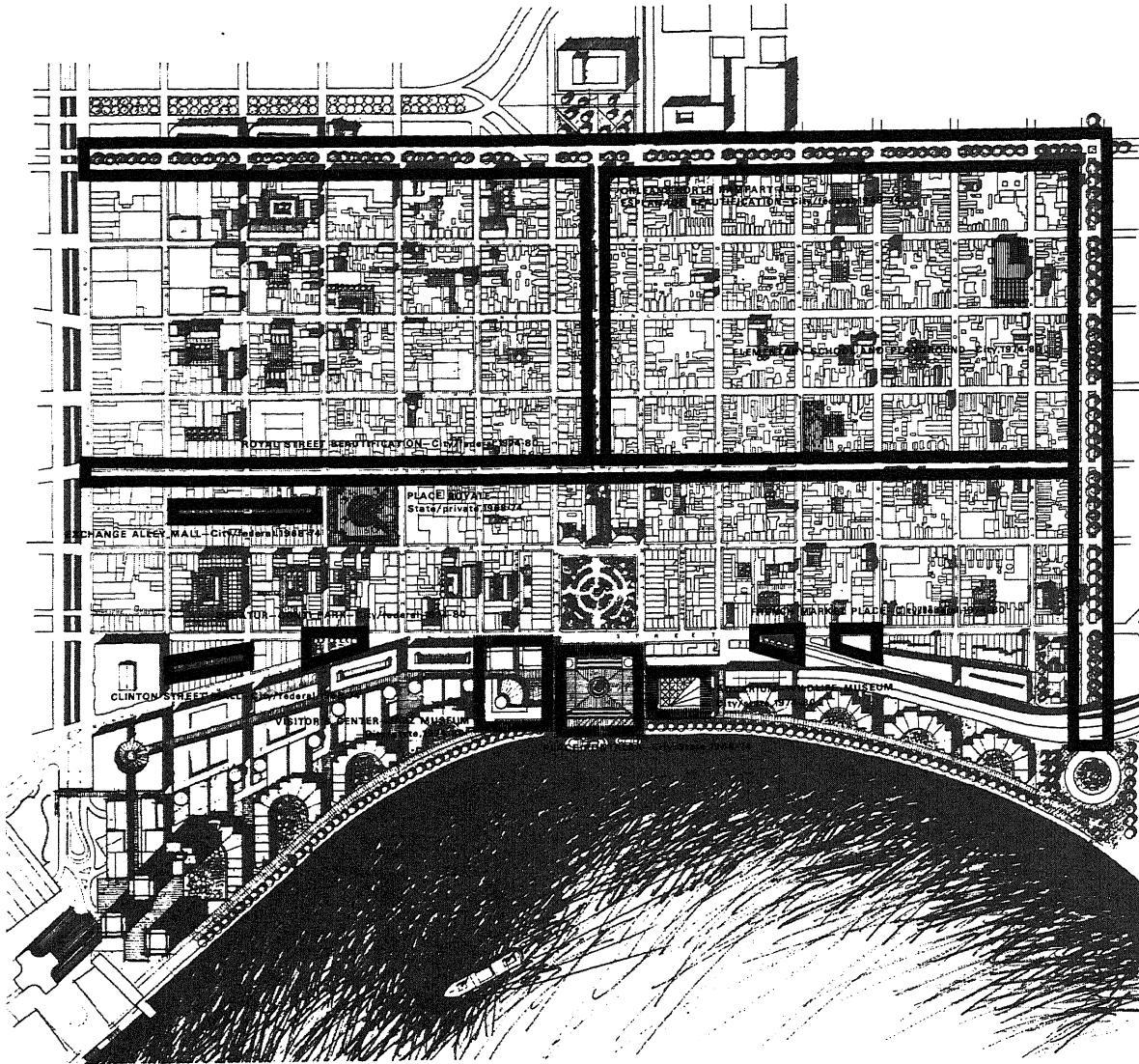
Capital improvements proposed for the Vieux Carre are divided into two six-year program periods. The first is scheduled for the period 1968-1974, the second 1974-1980. Program elements should be reviewed annually and projects for the current year adopted as part of the city's capital budget.

The proposed program would require the expenditure of \$15,162,000 of which \$6,776,000 would be in city funds. The program is summarized in the table below:

TABLE 25. PROPOSED CAPITAL IMPROVEMENTS—VIEUX CARRE, 1968-1980

Project	1968-74 Program	1974-80 Program	Estimated Cost	City Share	Financing
Place Pontalba	x		\$ 675,000	\$ 337,500	City-State
Place Royale	x		2,450,000	—	State-Private
Exchange Alley Mall	x		90,000	45,000	City-Federal
Clinton Street Mall	x		52,000	26,000	City-Federal
Esplanade Avenue Beautification	x		200,000	100,000	City-Federal
North Rampart Street Beautification	x		920,000	460,000	City-Federal
Orleans Street Beautification	x		180,000	90,000	City-Federal
Visitors Center		x	2,500,000	1,250,000	City-State
Jazz Museum		x	2,300,000	1,150,000	City-State
Aquarium-Wildlife Museum		x	4,050,000	2,025,000	City-State
Other Parks and Open Space		x	78,000	78,000	City
Decatur-Conti Park		x	221,000	110,500	City-Federal
French Market Parks		x	84,000	42,000	City-Federal
New Elementary School		x	525,000	525,000	School Board
New Playground		x	237,000	237,000	City
Royal Street Beautification		x	600,000	300,000	City-Federal
Total Capital Improvements			\$15,162,000	\$6,776,000	

Source: Hammer, Greene, Siler Associates



The above program of capital improvements does not include street and traffic improvements that are eligible project costs under the federally-assisted code enforcement program. The planning and staging of these improvements would be completed as part of the code enforcement projects that are proposed for the historic district during the period 1968-1974.

Rolling stock and facilities for the minitrain system recommended for the Quarter in the Vieux Carre Plan also are not included in the above program. The system is eligible for substantial financial assistance (up to 100 percent) under the federal *Urban Mass Transportation Act of 1964* as a demonstration project.

Depending on local public policy, federal assistance can be obtained for most of the projects included in the 12-year program as well. Place Pontalba, Place Royale, the French Market Parks, the two small mall projects, and all the beautification projects are eligible for aid under the Urban Beautification Program. Place Pontalba and Place Royale also appear eligible for financial assistance under Department of Interior programs for *Preservation of Historic Sites* and the *Land and Water Conservation Fund for Outdoor Recreation*. In addition, Decatur-Conti-Park could be assisted financially under the *Open Space Land Program*. As indicated in the table above, such federal aid would substantially reduce the cost to the City in carrying out the proposals of the Vieux Carre Plan.

At the time this report was prepared urban renewal for private reuse would have required amending the state constitution. For this reason it has not been included as a means for carrying out elements of the Plan. However, thorough consideration should be given to the future use of federal urban renewal assistance (Title I) in eliminating blighted conditions within the Vieux Carre.

Financial Costs and Benefits

The costs and benefits of carrying out—or not carrying out—the Vieux Carre Plan should not be measured in economic terms alone. New Orleans' pride in the Vieux Carre and in its historic heritage is not essentially a dollars and cents matter. However, the proposals to be implemented must make financial sense to both public and private investors. In this final section, the costs and benefits of the Vieux Carre Plan are analyzed

Figure 76: Proposed capital improvements

TABLE 26. DEVELOPMENT COSTS OF THE VIEUX CARRE PLAN

Development Area	Phase One (1968-1985)			Phase Two (after 1985)			Both Phases		
	Land*	Improvements	Total	Land*	Improvements	Total	Land*	Improvements	Total
Riverfront Area	\$31,189,000	\$28,485,000	\$ 59,674,000	**	\$24,970,000	\$24,970,000	\$31,189,000	\$53,455,000	\$ 84,644,000
Place Royale	100,000	2,350,000	2,450,000				100,000	2,350,000	2,450,000
Rest of Quarter	5,605,000	35,727,000	41,332,000				5,605,000	35,727,000	41,332,000
TOTAL	\$36,894,000	\$66,562,000	\$103,456,000		\$24,970,000	\$24,970,000	\$36,894,000	\$91,532,000	\$128,426,000

* Includes cost of acquisition and site preparation.

** Not applicable—assumed private developers will lease public land. No land cost assumed in public development on public land.

Source: Hammer, Greene, Siler Associates

to determine the financial feasibility of the planning proposals.

The total cost of carrying out the Plan is estimated to be \$128,426,000. Costs have been calculated in terms of two phases: phase one includes all recommended short- and middle-range development to the year 1985; phase two covers proposed long-range development beyond 1985. Phase one has been further divided into two stages for examining public expenditures: 1968-1974 and 1974-1980. The two stages cover the time periods of the capital improvement program discussed previously. Both land and improvement costs for public and private development are included in these estimates.

It can be seen that the bulk of the cost is for development scheduled during phase one, that is during the period 1968-1985. Most of the Riverfront Area development and the entire Place Royale project would be completed by 1985. In addition, other public and private improvements proposed under the Plan in the rest of the Quarter would also be completed during phase one. About two-thirds of the total development cost would be incurred in carrying out the comprehensive redevelopment of the Vieux Carre's riverfront.

Private Development Costs

Private enterprise would be responsible for implementing most of the Plan's development proposals. Over \$88,564,000 in private investment would be required during the course of the effectuation period.

TABLE 27. PRIVATE DEVELOPMENT COSTS OF THE VIEUX CARRE PLAN

Development Area	Development Costs				
	Land Acquisition	Site Preparation	Total Land Cost	Improvements	Total Cost
Riverfront Phase One	\$ 7,459,000	\$ 130,000	(\$ 7,589,000)	\$18,960,000	\$26,549,000
Riverfront Phase Two	leased	no cost	—	22,270,000	22,270,000
Place Royale	leased	no cost	—	1,600,000	1,600,000
Rest of Quarter	4,300,000	1,105,000	(5,405,000)	32,740,000	38,145,000
TOTAL	\$11,759,000	\$ 1,235,000	(\$12,994,000)	\$75,570,000	\$88,564,000

Source: Hammer, Greene, Siler Associates.

TABLE 28. PUBLIC DEVELOPMENT COSTS OF THE VIEUX CARRE PLAN

Development Area	Development Costs				Total Cost
	Land Acquisition	Site Preparation	Total Land Cost	Improvements	
Riverfront Phase One	\$23,350,000	\$ 250,000	(\$23,600,000)	\$ 9,525,000	\$33,125,000
Riverfront Phase Two	no cost	no cost	—	2,700,000	2,700,000
Place Royale	no cost	100,000	(100,000)	750,000	850,000
Rest of Quarter	175,000	25,000	(200,000)	2,987,000	3,187,000
TOTAL	\$23,525,000	\$ 375,000	(\$23,900,000)	\$15,962,000	\$39,862,000

Source: Hammer, Greene, Siler Associates.

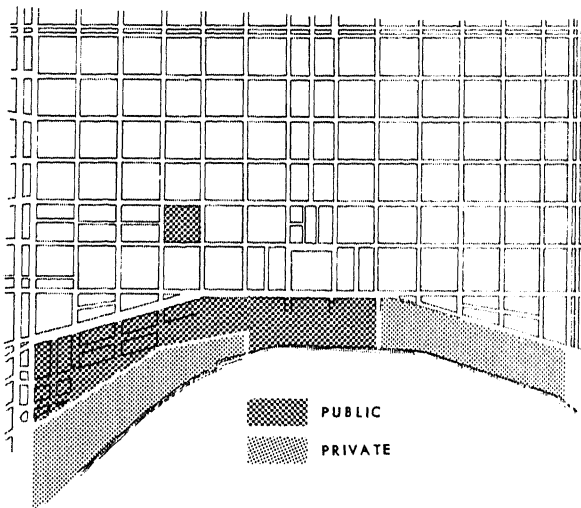


Figure 77: Proposed areas for private and public development

Public Development Costs

Public development costs are expected to amount to \$39,862,000. Most of the public costs would be required for the redevelopment of the Riverfront Area, mainly in the first phase to the year 1985. It is assumed that all but \$850,000 of the \$2,450,000 cost of Place Royale would be borne by private sources under a long-term lease of the land from the state.

It should be noted that an additional cost of \$2,040,000 would be required for constructing the Visitors Center, Jazz Museum, Aquarium-Museum, and Place Pontalba as an elevated complex if the Riverfront Expressway is designed at grade.

In addition to the \$23.6 million needed to acquire the Jackson Brewery property for Riverfront Phase One, the detailed costs for public improvements proposed by the Vieux Carre Plan are shown above.

Tax Losses

It is estimated that an annual property tax loss of about \$102,000 would result due to redevelopment, about \$82,000 to the city (parish) and \$20,000 to the state. These financial costs must be balanced against the benefits expected from new public and private investment.

Tax Benefits

Property tax gains resulting from new development

would be substantial. Table 30 sets forth the annual gains which can be expected for each jurisdiction by the appropriate terminal years.

TABLE 30. ANNUAL TAX GAINS RESULTING FROM DEVELOPMENT ACCORDING TO PLAN

Parish (City) State	By 1985	Additional To Completion Of Development
Parish (City)	\$ 813,000	\$233,000
State	214,500	56,000
Total	\$1,027,500	\$289,000

Source: Hammer, Greene, Siler Associates.

These estimates assume continuation of the same assessing policy as exists at present as well as the same tax rates (\$35.00 per \$1000.00 assessed valuation for the parish and \$8.25 per \$1000.00 assessed valuation for the state). It should be noted that in several instances private development would be built on public land thus exempting the land from taxation. In these cases the public receives the benefit of rental income from the leased real estate.

Although they do not lend themselves to quantification, there would be other tax gains as a result of the plan. These would occur in the areas of sales taxes, income taxes, and permit fees among others. Because the magnitude of the new investments would be considerably greater than those they replace, in each instance the new tax income would be greater than the old. It should be noted, however, that it is likely that most such increases reflect the general growth of the local economy and would occur somewhere in the metropolitan area in any case although the Vieux Carre is the favored location for these particular developments.

Rental Income

Several of the private investment projects called for in the plan would be built on land which is currently in public ownership and would remain so for the foreseeable future. In addition, the Place Pontalba project proposes public development of shops which would then be leased to private interests to operate. In both instances rental income would accrue to the public owners of the property—the parish and state. The following table shows the origin and timing of this income.

TABLE 29. COST OF PUBLIC IMPROVEMENTS PROPOSED BY THE VIEUX CARRE PLAN

IMPROVEMENT	TOTAL COST	CITY COST	STATE COST	FEDERAL COST	PRIVATE COST
PHASE I Stage 1. (1968-74)					
Place Pontalba*	\$ 675,000	\$ 337,500	\$ 337,500	—	—
Place Royale	2,450,000	—	850,000	—	\$1,600,000
Exchange Alley Mall	90,000	45,000	—	\$ 45,000	—
Clinton Street Mall	52,000	26,000	—	26,000	—
Esplanade Avenue Beautification	200,000	100,000	—	100,000	—
North Rampart Street Beautification	920,000	460,000	—	460,000	—
Orleans Street Beautification	180,000	90,000	—	90,000	—
SUB TOTAL	(\$ 4,567,000)	(\$1,058,500)	(\$1,187,500)	(\$ 721,000)	(\$1,600,000)
PHASE I Stage 2. (1974-80)					
Visitors Center*	\$ 2,500,000	\$1,250,000	\$1,250,000	—	—
Jazz Museum*	2,300,000	1,150,000	1,150,000	—	—
Aquarium-Wildlife Museum*	4,050,000	2,025,000	2,025,000	—	—
Decatur-Conti Park	221,000	110,500	—	\$ 110,500	—
French Market Parks	84,000	42,000	—	42,000	—
Elementary School	525,000	525,000	—	—	—
Playground	237,000	237,000	—	—	—
Royal Street Beautification	600,000	300,000	—	300,000	—
Other Parks and Open Space	78,000	78,000	—	—	—
SUB TOTAL	(\$10,595,000)	(\$5,717,500)	(\$4,425,000)	(\$ 452,500)	
TOTAL PHASE I	\$15,162,000	\$6,776,000	\$5,612,500	\$1,173,500	\$1,600,000
PHASE II (After 1985)					
Riverfront Promenade Park	\$ 2,700,000	—	\$1,350,000	\$1,350,000	—
GRAND TOTAL	\$17,862,000	\$6,776,000	\$6,962,500	\$2,523,500	\$1,600,000

* Additional cost required with Place Pontalba complex elevated.

Source: Hammer, Greene, Siler Associates.

TABLE 31. ANNUAL RENTAL INCOME FROM LEASED PUBLIC REAL ESTATE

	By 1985	On Completion Of Development
Parish (City)	\$ 70,500	None
State	88,000	\$73,000
Total	\$158,500	\$73,000

Source: Hammer, Greene, Siler Associates.

The projects for which this public/private cooperation is necessary include the Place Royale, Place Pontalba and the Riverfront Residential Community. The Place Royale, as proposed, would have private investors leasing land development rights from the state which owns the square at present and would prepare the site for development. The leasehold for Riverfront apart-

ment and parking uses could also be with the state and work the same way. Both leases would probably be for a 40-year period or more.

Summary: Costs and Benefits

A total expenditure of over \$128 million would be required to implement the Vieux Carre Plan. Of this, about \$88.5 million would be in private development costs. With the completion of the Plan, increased property tax and rental income from the Vieux Carre would provide the parish (city) and state with almost \$1.2 million in revenues annually.

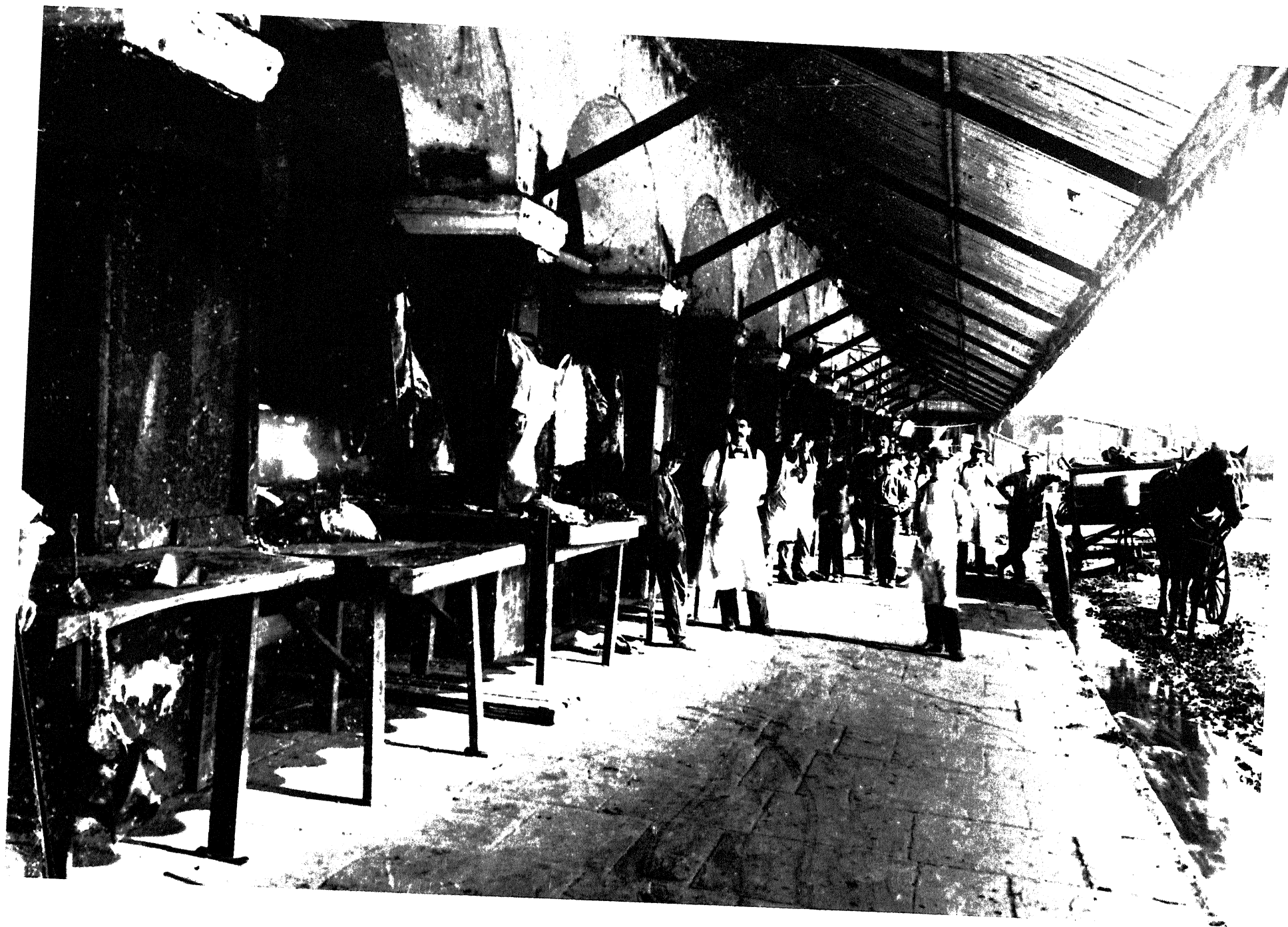
From this analysis, it can be seen that the Vieux Carre Plan is sound when judged by the public costs required and the prospective return, through increased tax revenues and other income, on the investment of public funds.

TABLE 32. FINANCIAL COSTS AND BENEFITS OF VIEUX CARRE PLAN

		1968 1985	After 1985
Development Costs:*	City	\$ 6,776,000	None
	State	5,612,500	\$ 1,350,000
	Sub Total	\$ 12,388,500	\$ 1,350,000
	Federally paid	1,173,500	1,350,000
	Total	\$ 13,562,000	\$ 2,700,000
	Private	88,564,000	22,270,000
	Grand Total	\$102,126,000	\$24,970,000
Tax Loss Annually:	City	\$ 82,232	None
	State	19,482	None
	Total	\$ 101,714	
Tax Gain Annually:	City	\$ 813,000	\$ 233,000
	State	214,500	56,000
	Total	\$ 1,027,500	\$ 289,000
Rental Income From Leased Real Estate Annually:	City	\$ 70,500	None
	State	88,000	\$ 73,000
	TOTAL	\$ 158,500	\$ 73,000

* Excludes \$23.6 million cost of acquiring Jackson Brewery property. The allocation of this cost among city, state, and federal governments remains to be determined.

Source: Hammer, Greene, Siler Associates.





841 Governor Nicholls, before restoration

APPENDIX



Preservation Hall

APPENDIX A

Character Area Analysis

The Vieux Carre Study Area was divided into six separate character areas for purposes of detailed analysis and planning. As shown on the accompanying map, the six character areas were delineated as follows:

- A) Tourist Area
- B) Commercial Fringe Area
- C) Upper Decatur Area
- D) French Market Area
- E) Mixed Residential Area
- F) Low-Density Residential Area

In this section each of the character areas is examined in terms of its principal physical and functional characteristics (tout ensemble components), relevant forces of change, and the major problems presented in the character area. Planning and preservation issues to be dealt with in the Vieux Carre Plan are thus identified on an area-by-area basis.

Tourist Area

The tourist area includes virtually all of the tourist-oriented activities in the Vieux Carre. All the major motels and hotels are also located in this 25-block section which makes up the core of the historic district. Transient facilities include the Monteleone, Royal Orleans, Downtowner, Bourbon Orleans, and Chateau Louisianne (now under construction). A wide variety of commercial and entertainment functions also exist in the area.

Three distinct subareas comprise the tourist area: Bourbon Street, Royal Street, and Jackson Square.

Bourbon Street—The cabarets, bars and restaurants lining Bourbon Street—with an assist from television—have made the street world-famous. Many well known restaurants, including Broussard's, Galatoire's, and Arnaud's, are located on or just off Bourbon Street. Since World War I it has had a reputation for being "on the bawdy side." Al Hirt's, Pete Fountain's, Preservation Hall, and Dixieland Hall present jazz, but an array of girlie shows are also offered for those attracted by Bourbon Street's aura of domesticated naughtiness.

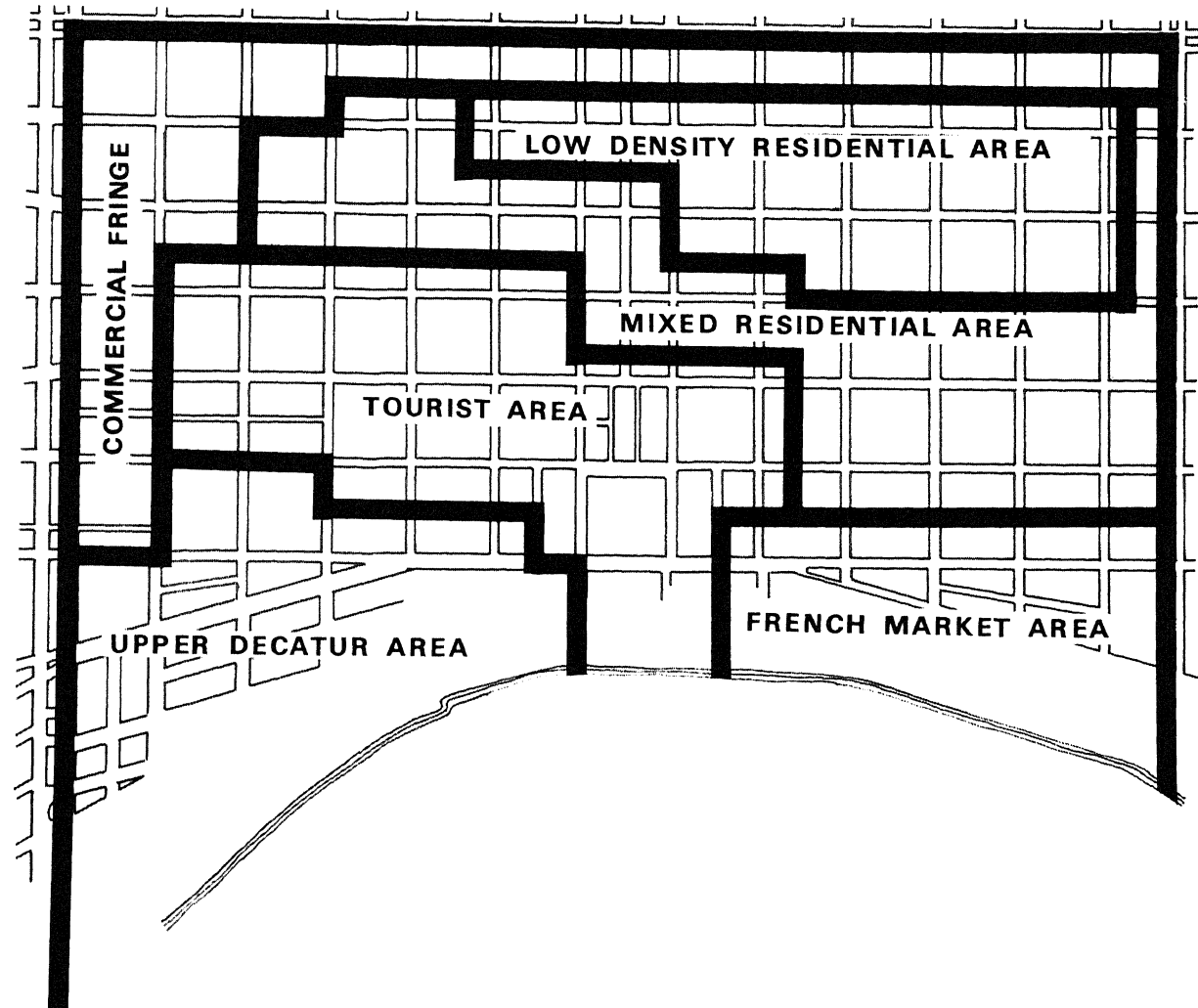


Figure 78: Character areas

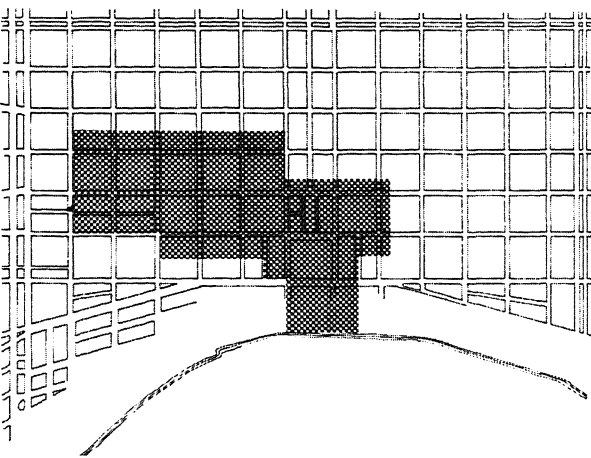


Figure 79: The tourist area



Royal Street courtyard

Royal Street antique shop

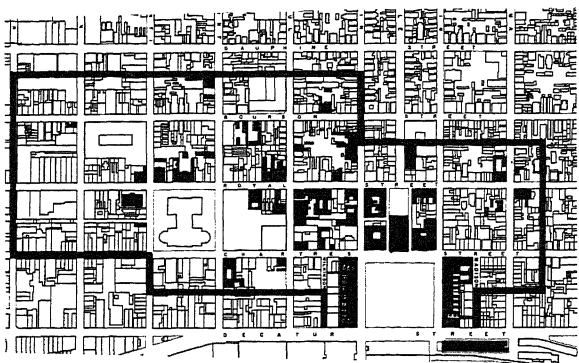
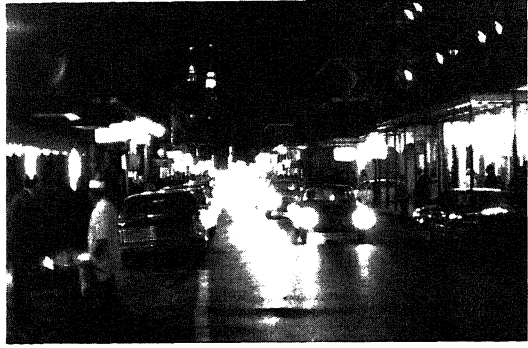


Figure 80: Buildings of architectural-historic significance in the tourist area



Bourbon Street at night

Tourists at Jackson Square



Royal Street—Antique stores, art galleries, and gift shops are clustered along Royal Street in a five-block strip from Bienville to St. Ann Street. Such restaurants as Antoine's, the Court of Two Sisters, Brennan's, and Tortorici's are also to be found here. Though Royal Street remains the center for tourist commercial activity in the Quarter, an increasing number of long established antique and gift shops are moving to Chartres Street.

Jackson Square—Jackson Square is the focus of public and institutional uses as well as a mixture of other activities in and around the square. The Pontalba Buildings, besides apartments, contain the headquarters of the Vieux Carre Commission and the Spring Fiesta, a museum apartment, and the state museum library. Le Petit Theatre, the Cafe du Monde, and a cluster of art galleries and sidewalk artists contribute to the major tourist appeal created by the St. Louis Cathedral, the Presbytere, and the Cabildo.

Architectural-Historic Significance: As shown in the accompanying map, the Royal Street-Jackson Square tourist area is the site of the Vieux Carre's largest concentration of buildings rated of *national significance* and *major significance* in the architectural-historic evaluation. Eleven of the 14 buildings of national significance are located here, which in addition to the Jackson Square complex includes Madame John's Legacy on Dumaine Street and Latrobe's First Bank of Louisiana, at the corner of Conti and Royal streets. Royal Street is the spine of this area that also contains 78 of the 186 buildings rated of *major significance*. Important buildings in this category not located on Royal Street include the Orleans Ballroom on Orleans Street, the Napoleon House on Chartres at St. Louis and the Grima house on St. Louis above Bourbon Street.

Past and Present Associative Sites: Major sites of associative importance are Jackson Square, the site of the French Opera House (where the Downtowner Motor Inn now stands), the site of the old St. Louis Hotel (where the Royal Orleans stands), the site of the fire of 1788 (617 Chartres Street), and the site of the signing of the Louisiana Purchase, at the Cabildo.

Building Types: The predominant building type in the tourist character area is the hipped roof city house. The eight-block length of Royal Street within the character area is made up of city houses, except for eight buildings. These eight are specimen structures that

cannot be grouped into a single category. They include the Monteleone Hotel, Solari's Garage, the American Legion Hall, Latrobe's First Bank of Louisiana, the Louisiana Civil Courts Building, and the Skyscraper Building at the corner of St. Louis and Royal streets. Chartres Street and Bourbon Street are also largely fronted by city houses. Bourbon Street also has 11 examples of the cottage type, two examples of the shotgun type, and two slave quarter structures. The remainder of the area consists of specimen structures, especially in the Jackson Square area, city houses and, in the interior of the blocks, slave quarters.

Building Characteristics: The predominant building material used in this area is brick, often covered with stucco. Most of the buildings are from three to four and one-half stories in height. Notable exceptions in height are the Monteleone Hotel (14 stories) and the two-story cottages on Bourbon Street. Virtually all of the buildings along Royal, Chartres and Bourbon streets have balconies or galleries. Few buildings, with the exception of the 200 block of Royal and the 200 block of Chartres, are defaced by the addition of exterior fire escapes. Exterior air conditioner units, which are in violation of the Vieux Carre Ordinance, are to be found throughout the character area (even occurring in such unlikely buildings as Latrobe's Bank and the rear of the St. Louis Cathedral).

Significant facade combinations occur on the lakeside of the 200 block of Royal, both sides of the 600 block of Royal and in the row of buildings on St. Peter Street between Cabildo Alley and Royal Street.

Open Spaces and Viewpoints: Major open spaces include Jackson Square, St. Anthony's Garden (in the rear of the Cathedral), and a number of patios, such as the Court of the Two Sisters, Patti's Court, and the Brulatour Courtyard, open to the public during business hours.

Jackson Square provides the finest vista in the Vieux Carre, with its open view at one end extending outward towards the river. The rooftop patios on top of the Monteleone and Royal Orleans hotels and the upper floor galleries on the Pontalba Buildings are probably the best vantage points for viewing the Quarter from within the Vieux Carre itself.

Problems and Changes: On the whole, buildings are in good condition within the character area, with only isolated examples of structures *in need of major*



Figure 81: Typical cottage (1) and city house (2)

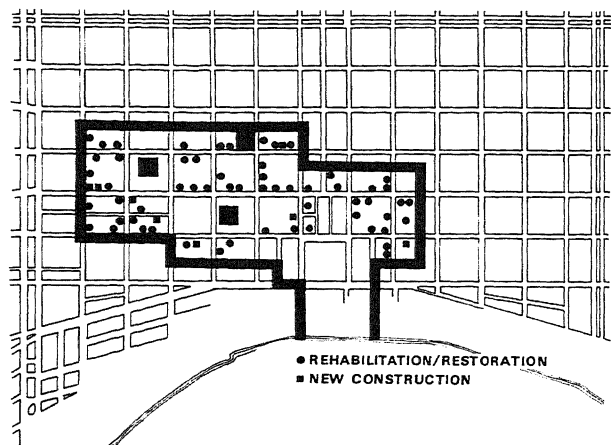


Figure 82: Recent construction in the tourist area

repairs or dilapidated. The structural condition of existing buildings thus cannot be considered a serious problem to the area. Rather, it is the increasing amount and scale of new construction that pose the greatest problem. New construction has included many hotels and motels: the Royal Orleans, Downtowner, Chateau Louisianne, Bourbon Orleans, and a major addition to the Monteleone Hotel, as well as new parking garages at Royal and Iberville and Royal and Bienville streets and the Whitney Branch Bank on Chartres Street.

The quality of new construction in the tourist area has been mixed. The new hotels and motels, particularly, are frequently out of scale with older buildings. The level of design generally has not been high. Though vacant lots have been used as sites, in a number of cases older buildings that should have been retained have been demolished. Construction has often caused damage to adjoining buildings, because of settling and slippage. New construction is thus eroding the whole, close-knit fabric of the historic district and, in the process, cheapening its quality as well.

Recent restoration work includes the Orleans Ballroom and the Cabildo. In almost all instances restoration work has benefited the area.

A survey of changes in commercial ground floor occupancy undertaken for this study indicates the extent of change that has taken place in the tourist area between 1956 and 1965.

All commercial uses that were listed in 1956 were identified for a seven-block strip of Bourbon, Royal, and Chartres streets extending from Canal to Orleans Street. This list was compared to data gathered during the Land and Building Use Survey. Changes from a

noncommercial use or from one commercial use to another type of commercial use were recorded in one column and changes within the same commercial category (for example, from one antique shop to another) were recorded in a second column.

Royal Street showed little change within the same use but exhibited 33 changes from one use category to another.

Bourbon Street, on the other hand, presents an interesting combination of changes within use categories and to new uses. Almost all of the 15 changes within the same use resulted from ownership transfers in the many cabarets, restaurants, and bars. The Vieux Carre Restaurant, which moved to Bourbon Street during this time period, replaced Brennan's Restaurant which moved to Royal Street. The "Old Absinthe House" became a television production set, then later a bar.

Chartres Street showed 30 changes in use, reflecting a shift of shops from Royal Street. Most of these changes affected vacant structures. A good example was the rehabilitation of the building at the corner of Toulouse and Chartres, now occupied by the London Shop. A number of new retail uses, such as España, Incorporated, 518 Chartres, and La Boucherie, 339 Chartres, have also located here.

Changes have also taken place in traffic and parking conditions, an increasingly serious problem in the tourist area. Heavy traffic volumes now clog the area's narrow streets as local and through traffic are indiscriminately mixed together. Buses and trucks intensify the situation. At the same time, pedestrian and vehicular conflicts make shopping and sightseeing increasingly less enjoyable and less convenient.

TABLE 1. CHANGES IN COMMERCIAL GROUND FLOOR OCCUPANCY 1956-1965, BY STREET FROM CANAL TO ORLEANS STREET

STREET	COMMERCIAL ESTABLISHMENTS IN 1965	TOTAL CHANGES 1956-1965		CHANGES IN USE	OCCUPANCY CHANGES WITHIN THE SAME USE CATEGORY
	NO.	NO.	PERCENT	NO.	NO.
Bourbon	106	33	31.1	18	15
Royal	130	34	26.1	33	1
Chartres	110	36	32.7	30	6
TOTAL	346	103	29.8		

Source: Polk City Directory for the City of New Orleans, 1956 and 1965, R. L. Polk and Company publishers, and Marcou, O'Leary and Associates.

Past and Present Associative Sites: With the exception of the Custom House and the Krower Building, there are no sites of major associative importance in the commercial fringe area.

Building Types: The principal building types in the North Rampart Street area, excepting new automobile showrooms and repair facilities, are the two categories of city houses. A scattering of cottages and shotgun houses can also be found downriver of Orleans Street.

Commercial Fringe Area

The commercial fringe includes the intensive commercial areas on the downriver side of Canal Street (a part of the Central Business District) and the automotive-commercial uses along the riverside of North Rampart Street. The Canal Street to Iberville Street tier of blocks, being outside the legal boundary of the Vieux Carre, has never been under the control of the Vieux Carre Commission. The Rampart Street area, however, was included in the original Vieux Carre Ordinance. But in 1946, by city ordinance, certain areas in the Vieux Carre, including the entire riverside of Rampart Street, were removed. In 1964 this strip and other land below Decatur Street were returned to the control of the Vieux Carre Commission. Most of the incompatible uses on Rampart Street were established during this period.

Land use on Canal Street is predominantly commercial, with most of the retail stores in the department, variety, and specialty store categories. Office and storage uses occupy sizable portions of the upper floors. The riverside of Rampart Street, while predominantly commercial, has a scattering of semipublic uses (the New Orleans Athletic Club, a church, and a monastery), parking, and rooming house and motel uses, including the new Vieux Carre Motor Lodge. Two sheet metal fabricating plants are also located in this area, but most of it is devoted to automotive sales and service and highway-oriented retail uses, geared to the high traffic volumes on upriver part of North Rampart Street.

Architectural-Historic Significance: Canal Street has two buildings rated of *national significance*: the Custom House, designed by Alexander T. Wood in 1845, and the Krower Building, 111 Exchange Place, originally built in 1866 as the Bank of America by Gallier and Esterbrook. North Rampart Street has no buildings of either *national* or *major significance* but has 22 buildings rated of *importance*.

The entire Canal Street tier is composed of commercial structures which vary widely in size and appearance.

Building Characteristics: Building heights on Canal Street range from two to 13 stories but are mostly four stories. North Rampart Street varies from one to four stories, with two stories as an average. Canal Street has about 100 percent building coverage, but North Rampart Street, with its large parking and used car lots, barely exceeds 60 percent coverage. The majority of older buildings along both streets are brick, usually covered with stucco. A number of commercial structures have been recently covered with porcelain panels and similar fronts. The newer automotive uses and the parking structures are mainly steel frame and glass or reinforced concrete. These building materials are clearly alien to the historic character of the Vieux Carre.

Virtually all of the city houses along North Rampart Street are adorned with galleries or verandahs, but otherwise the commercial fringe offers little in the way of architectural detailing. Neither are there any facade combinations or architectural groups of importance. Most of the sound buildings have had new facades added to them in recent years. With many neon and flashing signs, the area resembles a typical downtown area in its visual appearance. No open spaces or interesting viewpoints are to be found in the commercial fringe.

Problems and Changes: New construction in the character area has consisted mainly of new automotive facilities (built between 1946 and 1964), parking decks along Burgundy and Dauphine streets, a new motel (the Vieux Carre Motor Lodge), and additions to two major department stores along Iberville.

The study of changes in land use previously mentioned in the discussion of the tourist area was expanded to include North Rampart Street. Of the 33 commercial establishments that existed in 1965, 28 had experienced either a change in use (17) or a change of ownership within the same use (11). Most of the changes in use occurred during the time the area was excepted from the Vieux Carre Ordinance and are the result of new construction. The changes within a particular commercial use reflect, in general, an upgrading of the quality of restaurants and bars in an effort to attract tourists to the fringe of the Vieux Carre. Changes within use have been concentrated in the area between St. Peter and Ursuline streets.

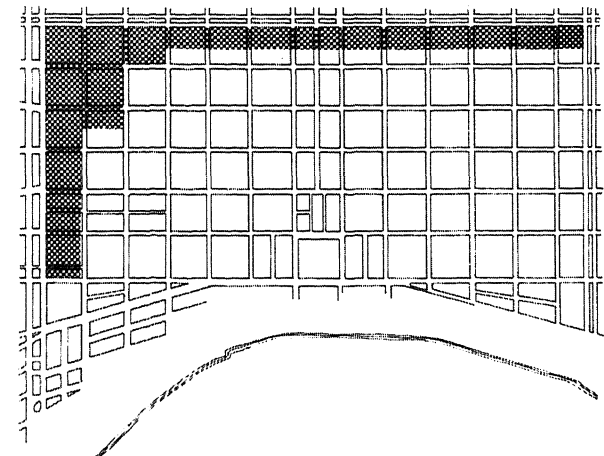


Figure 83: The commercial fringe area



New automotive facilities along North Rampart

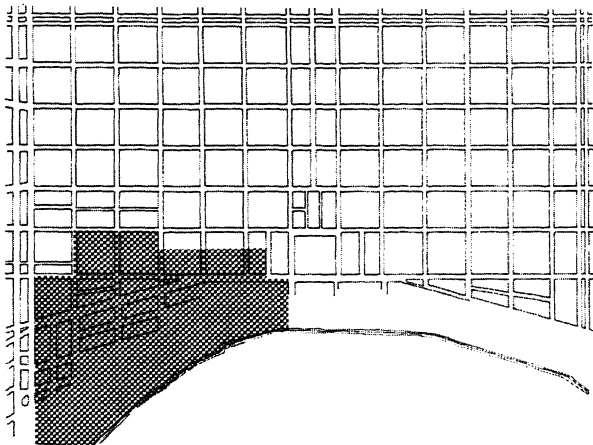


Figure 84: The upper Decatur Street area



Garden at Domino Sugar Company Office, North Peters at Iberville

Building conditions are good to excellent throughout the commercial fringe, with pockets of deterioration occurring on the cross streets between North Rampart and Burgundy streets and along the 200, 300 and 400 blocks of both Burgundy and Dauphine streets.

Because of the relatively high carrying capacities of Canal and North Rampart streets, traffic conditions today do not constitute a serious problem in this character area.

Economically, Canal Street, from Chartres Street to North Rampart Street, is stable and will probably experience little change in the near future. The lower section of Canal Street, however, should experience dramatic changes, especially in the area below the Custom House, as the full economic impact of the International Trade Mart is felt. North Rampart Street, from Bienville to St. Ann, should also have considerable future change as rising land values and other pressures force the relocation of automotive services and new construction on existing parking lots. On the other hand, the section of North Rampart Street between St. Ann and Esplanade will probably be confronted with relatively little change over the next decade.

Upper Decatur Area

This character area is perhaps the most neglected part of the Vieux Carre. However, it is also the area with the greatest potential for new development and rehabilitation. The upper Decatur area can be divided into two subareas for discussion purposes: the built-up section lakeside of North Peters Street and the predominantly open area between North Peters and the Mississippi River.

The area lakeside of North Peters Street is almost exclusively a warehousing and wholesaling district, with a scattering of seamen's bars and restaurants on Decatur Street. Except for the 300 block of Decatur Street, there is little residential use, and the only public use is the Central Fire Station on Decatur that is programmed for relocation to Poydras and Tchoupitoulas streets.

The section riverside of North Peters Street contains the Jackson Brewery and a group of warehousing-wholesaling facilities, between Iberville and Conti streets. Most of the subarea is in railroad and dock use. There are no retail, office or residential functions in this portion of the Quarter.

Architectural-Historic Significance: No buildings of *natural* or of *major* architectural significance exist in the character area. There are, however, 36 buildings rated of *importance*. The most significant of these structures is a warehouse occupying the entire block of 300 North Peters Street and a group of warehouses that form the upriver side of the 500 block of St. Louis Street.

Past and Present Associative Sites: No sites of past or present associative interest have been identified in this character area.

Building Types: The predominant building type is the four-story city house. Most of these buildings have been converted to warehouses rather than having been designed as such and can readily be restored to their former condition. A small number of specimen structures and slave quarters exist here, but there are no cottages, shotguns, or frame structures in the area.

Building Characteristics: Brick and stucco over brick are the exclusive building materials used in the area. Heights vary from two to five stories, with an average of three. Forty buildings have window air-conditioners, 27 have exterior fire escapes, while only 17 buildings have either galleries or balconies.

There are no building groups of major significance in this area and only relatively minor facade combinations of importance, these being located in the 200 block of Decatur (especially the rear elevations that front on Clinton Street) and the upriver corner of the 400 block of Decatur Street.

Open Spaces and Viewpoints: There is only one developed open space of any significance, the small garden adjoining the Domino Sugar Company offices on North Peters Street. Clinton Street, one-block long between Iberville and Bienville streets, creates a major vista as one looks towards the Custom House. This visual asset up to now has gone generally unrecognized. While the area is close to the river, any possible view of the Mississippi is obscured by the two-story dock sheds which run in a continuous band from Canal to Toulouse Street.

Problems and Changes: Until very recently, this area has undergone little change. Within the past year, however, the riverside of the 300 block of Decatur Street has been the scene of much new construction and rehabilitation-restoration activity. The entire block,

with the exception of the vacant gasoline station at Conti Street, has been rehabilitated for motel, residential, and office use. Additional rehabilitation projects are also under way. Especially noteworthy is activity in the 200 block of Decatur Street. The area lakeside of North Peters is rapidly changing in appearance as more investors become interested in it. The section between North Peters and the river, including Jackson Brewery, however, has had little change since the construction of corrugated steel dock structures and the expansion of the brewery's holdings to include most of the area from Conti to St. Peter Street.

Building conditions are only fair in this area. Deterioration has produced several pockets of buildings in need of major repairs in the 200 block of North Peters, the 500 block of Decatur, and the 500 blocks of Conti and St. Louis streets. Jackson Brewery, while in good repair, is an incompatible use, and thus should be considered subject to future replacement.

Traffic, particularly truck traffic servicing the brewery and other warehousing-wholesaling facilities, is the most critical problem in the upper Decatur Street area. In its present use, with little residential and retail activity, and virtually no tourist attractions, the area does not face the parking pressures that exist in the remainder of the Vieux Carre. As the area is rehabilitated and as the open parking lots along Clay and North Front streets are built upon, however, parking will emerge as a major problem. Steps should be taken to anticipate the situation.

The area lakeside of North Peters Street offers considerable opportunity for rehabilitation and some new construction especially in the 200 and 300 blocks of Decatur Street, with a good deal of "fill-in" construction possible in the cross streets, between Decatur and Chartres. It is the area riverside of North Peters Street, however, that offers the greatest potential for future change. This entire section, containing approximately 13.7 acres, is highly suitable for long-range redevelopment.

The French Market Area

The French Market character area extends along lower Decatur Street from Madison to Esplanade Avenue. Included in this area are the retail markets, from Jackson Square to St. Philip Street, the wholesale produce market at French Market Place (originally Gallitan Street), from Ursuline to Barracks Street, and

a four-block commercial strip along Decatur Street, from Madison to Governor Nicholls Street.

A considerable amount of upper floor residential use is to be found along Decatur Street, especially on the lakeside of the 1100 and 1200 blocks. The primary use in the area, however, is commercial.

Architectural-Historic Significance: The former United States Mint, at Esplanade and Decatur Street, and the French Market are rated of *national* and *major significance*, respectively. The 1100, 1200, and 1300 blocks of Decatur Street contain 43 buildings rated of *importance*, including the Ursuline row houses, 1101-1141 Decatur Street. In addition to this three-block long frontage there are 21 other buildings of *importance* in the character area.

Past and Present Associative Sites: Past associative sites include the Mint (on the site of Fort St. Charles), the Ursuline row houses (built by the Ursuline Nuns for rental purposes after they had moved their convent to a site farther down the Mississippi), the French Market, and the site of Latrobe's Waterworks, at Ursuline and Decatur streets.

Building Types: The four-story hipped roof city house is by far the predominant building type in this area, accounting for about 90 percent of all buildings. A sizeable number of the city houses (especially those along the lakeside of Decatur Street) have either attached or detached slave quarters. The Mint and the market buildings are good examples of specimen type structures.

Building Characteristics: Brick and stucco over brick are the most prevalent building materials. Most of the buildings, except the markets, are four stories high. Decatur Street has a high concentration of galleries and verandahs. Field surveys indicated 25 buildings with window air-conditioner units and 12 with exterior fire escapes.

The Ursuline row houses are one of the two finest examples of facade combinations in the entire Vieux Carre (the other is the row of city houses known as the "houses of the Architects Company," 1101-1141 Royal Street). Other important facade combinations occur in the 1200 and 1300 block of Decatur and the 500 block of Dumaine Street.

Open Spaces and Viewpoints: There are no major de-

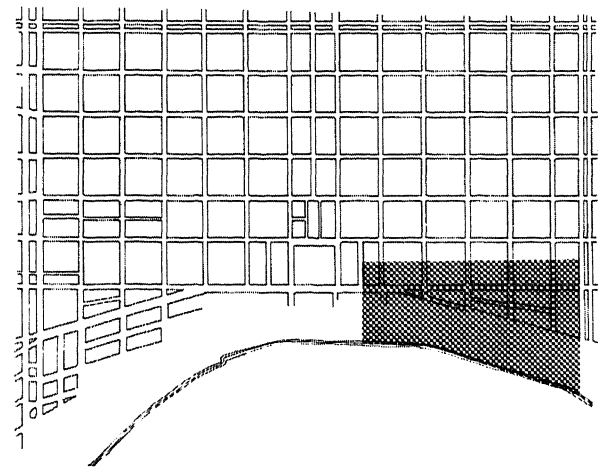


Figure 85: The French Market area



Commercial activity along lower Decatur

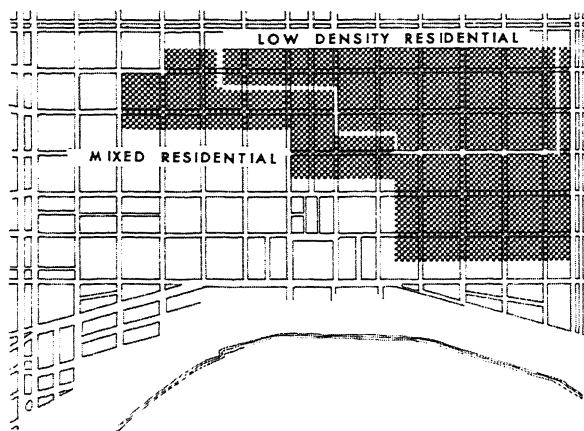


Figure 86: The Residential areas

veloped open spaces in the French Market area but the vista of the Mint from anywhere along French Market Place is of major importance. The color and activity of the produce market is specially important to the character of the area.

The view of the river, which is only 500 feet away, is blocked by dock sheds and by the flood wall that extends from St. Peter to Barracks Street.

Problems and Changes: Although there has been no recent construction in this area of the Quarter, the lakeside of the 1100 and 1200 blocks of Decatur Street has undergone almost complete restoration in a period of only five years. The effect of this work has now begun to spread across and along Decatur Street so that this area today is one of the most active in the Vieux Carre. Building conditions range from good to poor. A number of city houses that should be preserved have been badly neglected. The riverside of the 1100 and 1200 blocks of Decatur, an architecturally significant grouping, is in direct danger, but these blocks are now beginning to experience some rehabilitation. In addition, there are also isolated examples of dilapidated structures. These include a vacant furniture factory on Barracks Street which may be demolished in the near future.

Increasing through traffic and truck traffic servicing the markets are major problems in this area. Through traffic, which uses Decatur Street and North Peters Street as a one-way pair, presents a very serious problem.

The trend towards commercial uses on the first floor with apartments above can be expected to continue along Decatur Street. The retail markets will probably remain in operation but the economic future of the wholesale markets is in question.

The Mixed Residential Area and the Low-Density Residential Area

Residential functions in the Vieux Carre are concentrated in two residential character areas: the mixed and the low-density residential areas. Institutional uses, including two schools, a playground, a small hospital, and four churches are also located in these areas as well as several clusters of neighborhood shops.

A diagonal line drawn through the Vieux Carre from the corner of Decatur and Esplanade to Iberville and

North Rampart Street defines roughly the boundary between residential and nonresidential functions in the Vieux Carre.

The mixed residential area is composed of medium density housing, most of which consists of relatively large city houses. Many have been converted to apartment use, with a scattering of ground floor retail and service activities, especially along Royal and Bourbon streets.

The low-density residential area is almost entirely made up of one- and two-family detached and semi-detached houses. Only a small number of large apartment structures are located here. The few retail and service activities in the area are confined mainly to corner locations along Burgundy and Dauphine streets.

Density and building coverage in the two residential character areas are the lowest in the entire Vieux Carre. Because of the relatively small scale of the buildings, and since most of the structures front directly on the street, a good deal of the interior of each block is in open space, although it is often not developed.

Architectural-Historic Significance: The Ursuline Convent (1114 Chartres Street) is considered to be of *national significance*. A large number of structures are of *major significance*, including the Beauregard House (1113 Chartres Street), the Gallier house (1132 Royal), the Le Pretre house (716 Dauphine), the Galliard cottage (917 St. Ann), the houses of the Architects Company (1101-1141 Royal) and the Thierry house (721 Governor Nicholls Street). In all, approximately 690 individual buildings, or 54 percent of the structures in the two residential areas, have been rated of *importance* or higher. Only 140 buildings (11 percent) were rated of *no importance* or *objectionable*. Thus, it can be seen that the two residential character areas are critical to the preservation of the historic district's tout ensemble.

Past and Present Associative Sites: Among the important associative sites are the Ursuline Convent, the Beauregard House, the Lalaurie house (haunted house, 1140 Royal), the Gallier house, the Grima house (820 St. Louis Street) and the Audubon house (401 Dauphine Street). These and other associative sites are located on the accompanying map.

Building Types: The principal building type in the mixed residential area is the three- to four-story city

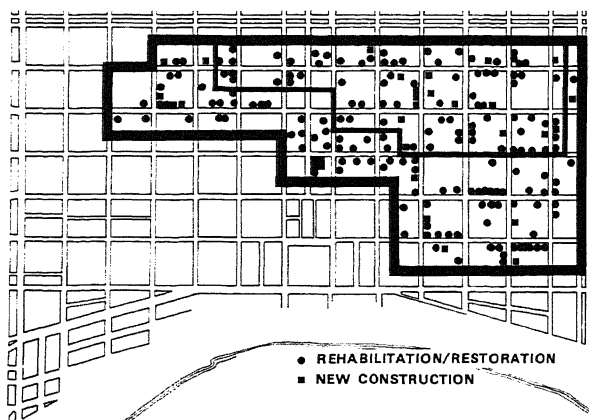
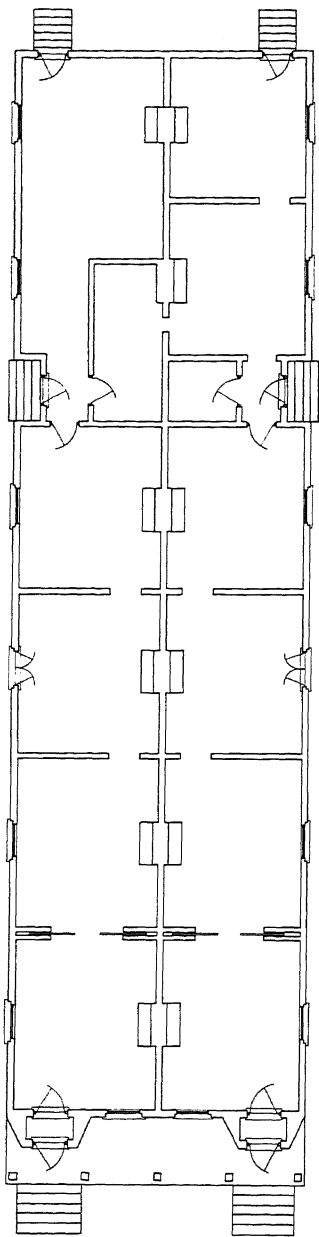


Figure 87: Recent construction in the residential areas



e 88: Plan of a "shotgun" house

Problems and Changes: The accompanying map locates new construction and rehabilitation-restoration activity that has taken place in the two residential areas since 1953. It can be seen that the two areas have experienced considerable change.

Major new construction has included the Provincial Motel, the Bourbon-Orleans Apartment Hotel, a small apartment building at 1005 Barracks and an apartment building at 1125 Dauphine Street. Major rehabilitation-restoration work includes the Wax Museum, the Gallier house, eight of the 13 row houses of the Architects Company, the Chateau Motor Lodge and Le Richelieu, a major rehabilitation project at 1240 Chartres Street (the conversion of a vacant furniture factory into one of the Vieux Carre's most prestigious apartment buildings). However, in spite of much construction there has been little change in land use in the two residential areas in recent years. Most of the changes that have occurred have resulted in a change back to residential use.

Building conditions in both residential areas, in general, are good. Almost all buildings *in need of major repairs* or *dilapidated* are nonresidential structures or structures of no architectural importance. These structures include a lumber yard in the 800 block of Toulouse, a sheet metal fabricating plant in the 600 block of Burgundy and several small parking facilities scattered throughout the area.

While building conditions do not present a major problem in the residential areas, a difficult problem resulting from change does exist. Increasing pressures due to the growth of tourism in the Vieux Carre have been acting directly on the residential areas. The threat of new motels and other commercial facilities being built within the residential areas is becoming more critical. Motels have been proposed for the 500 block of Burgundy Street; a parking garage has been proposed in the 500 block of Barracks Street; and more proposals for converting one- and two-family dwellings to apartments are clearly in prospect. These pressures must be fully recognized if appropriate public controls are to be adopted and enforced.

Through traffic and buses on Royal and Bourbon streets are another problem in the residential areas. This problem will persist to some degree, even with the construction of the proposed Riverfront Expressway. Recent increases in residential densities have intensified an already serious shortage of parking space.

Traffic and parking conditions are, thus, major neighborhood concerns that require attention in the residential areas of the Quarter.

APPENDIX B

APPENDIX B. NONRESIDENTIAL FLOOR SPACE BY USE, VIEUX CARRE STUDY AREA, 1965

USE	FLOOR AREA (SQUARE FEET)	PERCENT			
Retail			Manufacturing		
Building Materials	34,600	.4	Food and Food Products	236,300	2.9
General Merchandise	762,500	9.6	Textiles	12,600	.2
Food	36,500	.4	Apparel	79,800	1.0
Automotive	65,500	.8	Furniture	14,900	.2
Apparel and Accessories	168,000	2.1	Printing	19,500	.2
Furniture	51,600	.7	Chemical Products	45,700	.6
Eating and Drinking	363,500	4.6	Primary Metal Products	22,400	.3
Other Retail	314,100	4.0	Fabricated Metal Products	40,300	.6
Sub Total	1,796,300	22.6	Instruments	9,700	.1
			Miscellaneous	31,800	.4
Office			Sub Total	513,000	6.5
Finance, Insurance, and			Parking Structures	354,400	4.5
Real Estate	47,600	.6	Cultural, Entertainment and		
Personal Services	110,000	1.3	Recreation		
Business Services	43,500	.6	Cultural	462,400	5.8
Repair Services	44,000	.6	Public Assembly	35,100	.5
Professional Services	185,400	2.4	Amusements	9,400	.1
Contract Construction	40,100	.5	Recreation	159,100	2.0
Government	322,500	4.0	Sub Total	666,000	8.4
Educational Services	121,900	1.5	Hotels-Motels	1,019,800	12.8
Miscellaneous	174,400	2.2	Vacant Floor Space	463,000	5.9
Sub Total	1,089,400	13.7			
Wholesaling and Warehousing	1,898,200	24.0	GRAND TOTAL	7,922,500	100.0
Transportation, Communications, and Utilities					
Transportation	40,300	.5	Source: Marcou, O'Leary and Associates and Hammer, Greene, Siler Associates.		
Communications	62,500	.8			
Utilities	15,200	.2			
Other	4,400	.1			
Sub Total	122,400	1.6			

APPENDIX C

Analysis of Building Permits

Building permits issued for major work within the Quarter during the period 1953 to 1965 were examined to study recent trends in new construction and the rehabilitation and restoration of existing structures.

Under the Vieux Carre Ordinance, the Vieux Carre Commission is charged with the responsibility of reviewing all permits for new construction and alterations and additions to the exterior of existing buildings in the historic district, including painting and demolition. Recommendations are forwarded to the city's Department of Safety and Permits which issues the actual work permit, except for minor work items, such as painting, that are approved directly by the Commission. Data furnished by the Commission indicates that of the 369 permits (excluding minor work items) issued during the study period, 282 were for rehabilitation or restoration work and 87 were for new construction.¹ The distribution of permits by type, year, and character area are summarized in the following table.

As indicated in the following table, the vast majority of *rehabilitation-restoration* work has taken place in the two residential areas. Residential uses have been the prime targets for private rehabilitation projects, stemming from a growing demand for prestige, in-town apartment space, prompting improvement activity in previously less desirable areas of the Vieux Carre. Of the 63 permits issued for rehabilitation-restoration work in the tourist area, 55 individual buildings have been affected, 41 of which were commercial structures.

Reconstruction and new construction totaled 87 per-

mits (36 reconstruction and 51 new construction) but only 65 individual structures were affected. Of the 65 individual structures, only 43 projects were actually carried out. While numerically more prevalent in the residential areas, reconstruction and new construction have had the greatest impact in the tourist area. Of the 12 new construction projects completed in this area (as opposed to 16 permits), 9 were large-scale buildings such as the Royal Orleans, the Downtowner, the Bourbon-Orleans, and the Solari and the Monteleone parking garages. Reconstructions make up the remaining 8 permits in this category. These were of a much larger scale than reconstructions in the residential areas—Le Petit Theatre, Place d'Armes, and the Orleans Ballroom.

Major new construction in the residential areas was limited to the Provincial Motel, an apartment house at 1125 Dauphine and an 8-unit apartment building at 1005 Barracks. Permits for the remaining 47 buildings, for which 54 permits were issued, were concerned primarily with small residences—cottages and shotgun houses for the most part—and with permits for demolishing 7 buildings in 2 areas for reuse as parking.

The number of permits issued per year was generally level during 1956 and 1957, then fell sharply from 1958 to 1960, reaching a low of 4 in 1959. Reasons for this low vary. Among them are the racial unrest in New Orleans at the time, and the fear of many owners as to what impact the Royal Orleans (then under construction) would have on their property. However, this decrease was in direct contrast to the overall construction boom occurring nationwide. It was not until 1964 that the number of permits exceeded those issued in 1956, when there was an increase of almost 300 percent over the preceding year. Most of this increase

can be attributed to G. Brian Corporation² and a small number of major developers investing in the lower section of the Quarter, centering on the 12-block area bounded by Dauphine, Barracks, Decatur, and Saint Philip streets. This area accounted for 32 of the 74 permits issued in 1964, and 70 percent of those issued in the 45-block residential area as a whole. The 24 permits issued in the tourist area were almost exclusively individual, private projects, including the proposed hotel in the 300 block of Bourbon and the branch bank in the 400 block of Chartres. Three permits were issued for the tourist area in 1964 for the removal of incongruous sheds and outbuildings, only 4 were issued for new construction, and 17 for rehabilitation of isolated structures, reflecting the pattern of individual restoration-rehabilitation projects, as opposed to the clusters of projects that have been taking place in the residential area.

While the total number of permits issued decreased from 74 in 1964 to 45 in 1965, the trend towards residential rehabilitation continued to demonstrate the active market for prestige apartments—of the 30 permits for work in the residential area in 1965, 18 were for apartment structures. The amount of residential restoration-rehabilitation should decline within the next two years unless developers now concentrating on brick structures expand their activities to frame cottages and shotgun houses along Dauphine and Burgundy streets.

Possible areas where new interest might be channeled are the upriver end of Decatur, Burgundy, Dauphine, Esplanade, and Rampart streets, all candidates for private rehabilitation-restoration treatment.

TABLE 1. MAJOR WORK PERMITS BY CHARACTER AREAS, VIEUX CARRE, 1953-1965

YEAR ISSUED	TOURIST AREA		COMMERCIAL FRINGE		UPPER DECATUR		FRENCH MARKET AREA		MIXED RESIDENTIAL		LOW DENSITY RESIDENTIAL		TOTAL AREA		
	A*	B**	A	B	A	B	A	B	A	B	A	B	A	B	TOTAL
Period 1953-1959															
1953	4	—	2	1	2	—	—	—	7	1	8	—	23	2	25
1954	6	—	—	—	—	—	—	—	8	—	13	—	27	0	27
1955	2	—	1	—	—	—	1	—	10	—	5	1	19	1	20
1956	7	1	—	—	—	—	—	—	14	—	14	1	35	2	37
1957	9	1	2	—	1	—	1	—	8	1	10	—	31	2	33
1958	3	1	—	1	2	—	—	—	3	—	2	—	10	2	12
1959	1	—	—	—	—	—	—	—	1	—	—	2	2	2	4
SUB TOTAL	32	3	5	2	5	0	2	0	51	2	52	4	147	11	158
Period 1960-1965															
1960	2	1	1	—	—	—	—	—	6	2	4	—	13	3	16
1961	4	2	—	—	—	—	3	1	6	—	8	3	21	6	27
1962	5	1	—	—	—	—	—	1	9	1	5	2	19	5	24
1963	3	1	—	—	—	—	1	—	9	1	8	3	21	5	26
1964	15	9	1	1	—	—	1	1	14	11	9	12	40	34	74
1965	2	7	1	2	1	1	—	—	7	9	10	4	21	23	44
SUB TOTAL	31	21	3	3	1	1	5	3	51	24	44	24	135	76	211
GRAND TOTAL	63	24	8	5	6	1	7	3	102	26	96	28	282	87	369

*A: Rehabilitation-Restoration projects defined as exterior improvements to an existing structure (such as replacing or repairing doors, windows, or galleries) in conformance with the architectural controls established under the historic district ordinance.

**B: New construction and reconstruction projects. Reconstruction is work more extensive than restoration and must include some form of demolition, i.e., the removal of the front facade or entire shell of a building. It also includes the complete rebuilding of a historic structure on its original site. New construction applies to a new building constructed without regard to any previous structure on the site.

Source: Vieux Carre Commission Records (Classification by Commission Staff).

APPENDIX D

TOURIST TRAILS, MARKERS

STREET SIGNS AND FURNITURE

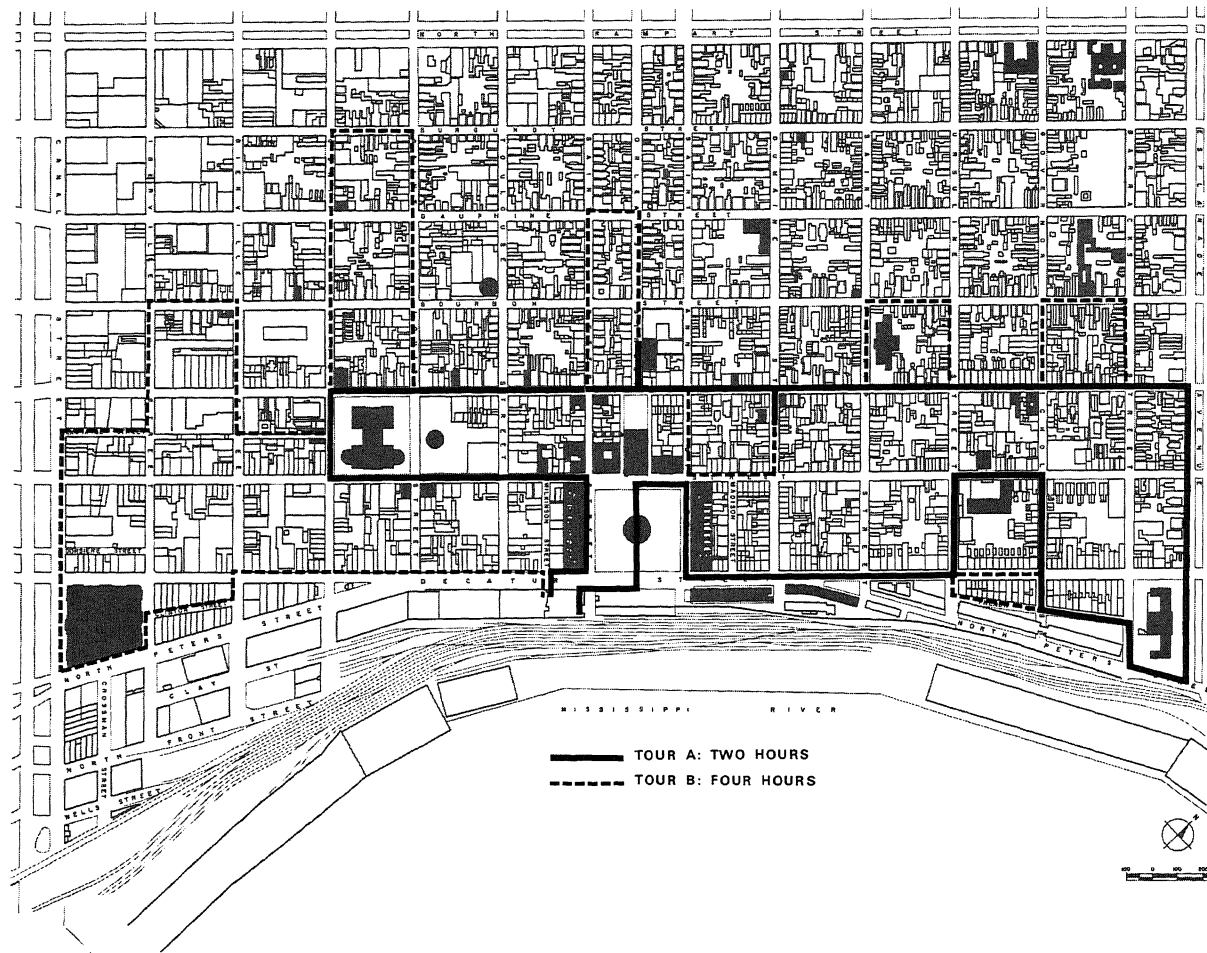


Figure 89: Proposed tourist trails

Tourist Trails and Guidebooks

The Vieux Carre can best be seen and appreciated on foot. One of the least expensive yet one of the most useful projects that could be undertaken by the Vieux Carre Commission or its successor is the creation of an *official* tourist trail. The accompanying map, Figure 89, shows two recommended tourist trails, each beginning at the proposed new Visitors Center opposite Jackson Square. Tour "A" would be approximately two hours long and would include 54 sites of architectural and historic significance. Tour "B" would include 80 individual sites of architectural and historic significance and would last about four hours. All but ten buildings rated of *Major Architectural-Historic Significance* and every building rated of *National Significance* would be included in this latter tour. Each building or site of importance would be marked with a sense of direction and orientation to the walking tourist.

To be of maximum benefit to the visitor, and to promote the private rehabilitation of the buildings along its route, the tourist trail should be based on an official tour guidebook, published by the city in a format that would allow for its use as a field guide. Through the years, a number of privately published "Walking Tours" have appeared in the city. Most, however, have contained either factual errors or numerous omissions. An exception was a pamphlet published for the 1959 American Institute of Architects convention in New Orleans, *A Guide to the Architecture of New Orleans, 1699-1959*. The city, through the Vieux Carre Commission, should publish and *officially adopt* a guidebook, which might be expanded to include the Garden District and other areas of the city of historic interest.

Official guidebooks should be made available, at a nominal cost, at all hotels, the Visitors Center, the museums, railroad and bus stations, the airport and at other places where tourists gather.

In addition to the tourist trails and guidebook, the city and state should greatly expand their information and publicity programs to develop further the Vieux Carre's national tourist potential. Informative movies, taped lectures and slide presentations could be prepared covering the history, architecture and tourist attractions in the Vieux Carre and made available on a loan or lease basis to groups throughout the country. With increased income and leisure time, tourism is becoming

ing an increasingly important industry and, in the Vieux Carre, New Orleans has one of the few truly nationwide attractions in the country.

Building Markers

Every building rated of “National” or “Major” architectural-historic significance, as well as other known sites of importance (such as the French Opera House site and the site of Latrobe’s Water Works) should be provided with an identification marker. The plaque, either cast of metal or made of wood, should include the name of the building or site, its date of construction and its architect or builder, if known. The recently completed Vieux Carre Survey, now available on microfilm at Tulane University and the Vieux Carre Commission, is perhaps the best and most accurate source of data.

The accompanying photographs are examples of building markers used in College Hill in Providence, Rhode Island, and Alexandria, Virginia. Figure 90 represents one type of marker that could be used in the Vieux Carre, which includes an easily recognizable graphic device, the 1764 plan of the city, and the name, date and architect of the building. Where the building is included in the walking tour and appears in the tour book, as is the case of the Grima House, a simple block number is added to the marker, keyed to the tour book. Estimates for these signs in wood vary from \$8 to \$15. The signs could either be provided by the city or sold to the property owners at cost. The markers should be small and unobtrusive, preferably about 5 by 15 inches and, for maximum recognition and orientation, should be one color and be uniformly placed on buildings.

Street Signs

Recently the City of New Orleans has redesigned its street signs. The new signs, done in a contemporary sans-serif typeface are of exceptional quality. Street signs for the Vieux Carre, however, should be clearly distinguishable from signs for the rest of the city to reflect the special character of the French Quarter. It is recommended that new street signs be designed for the historic district using a more traditional typeface (e.g., Baskerville or Bodoni, mid-eighteenth century European typefaces). Figure 91 is an example of such a sign using Baskerville type. While appropriate to the Vieux Carre, the sign retains its readability and is

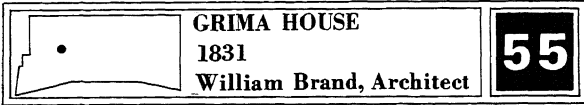
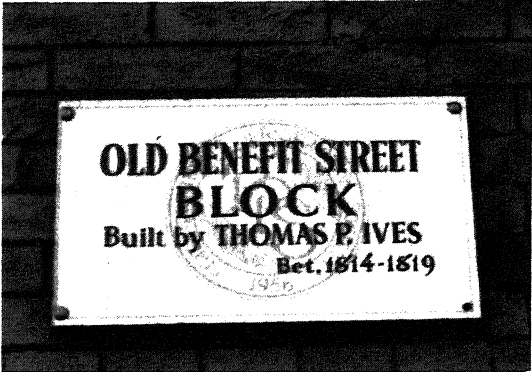


Figure 90: Building markers



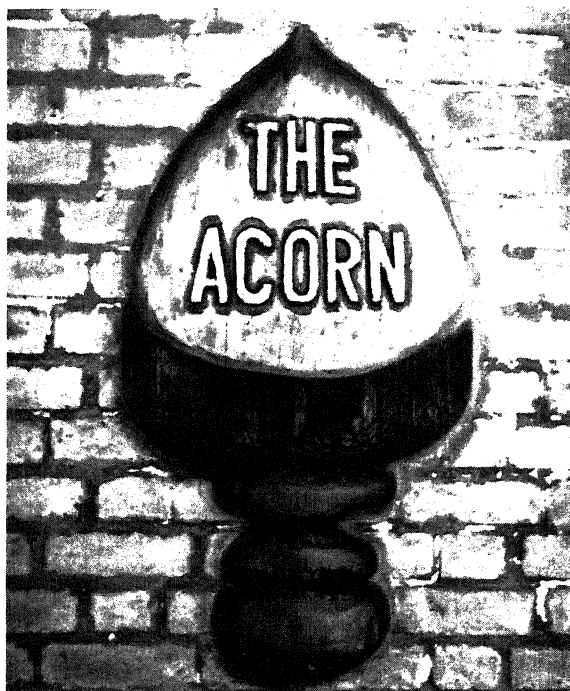
Figure 91: Proposed street signs



Signboard on upper Decatur



Existing signs of merit



sufficiently different from the new city signs to stand out clearly.

Other Signs

A survey conducted during the Demonstration Study showed that there were 2,659 signs in the Vieux Carre. Of these 2,659 signs,* 575 were located on Bourbon Street, 397 on Decatur, 370 on Royal and 280 on Rampart. Signs were recorded by type, number per establishment, approximate size, and placement on the building. Temporary signs and movable signs, like the "sandwich board," were recorded separately.

Comparison of the sign inventory with the sign control section of the Vieux Carre Ordinance** revealed that 1,176, or 44 percent of the total number of signs in the Vieux Carre, were in violation of the existing ordinance. This total is based on the number of violations recorded in the area subject to the control of the ordinance, which is less than the entire historic district since sections of the Riverfront Area, between Decatur Street and the levee, are exempted from control.

The violations observed included signs that were 1) oversized, 2) concealing architectural details, 3) exceeding the one sign per establishment limit, 4) projecting more than four feet from the edge of the building, 5) exposed, flashing or neon illuminated signs, and 6) signs not advertising a business or product conducted or sold on the premises (non-rooted signs), all explicitly prohibited in the sign ordinance.

Bourbon Street had the greatest number (404) and highest percentage (70 percent) of sign violations, while Royal Street had 127 (34 percent) illegal signs. Signs such as the oversized illuminated sign that

* Under the Code of the City of New Orleans, 1956, signs are defined as follows: (a) Sign shall include any symbol, device, image, poster, flag, banner, billboard, design or directional sign used for advertising purposes, whether painted upon, attached to, erected on or otherwise maintained on any premises, containing any words, letters or parts of letters, figures, numerals, phrases, sentences, emblems, devices, trade names or trade marks by which anything is made known, such as are used to designate an individual, a firm, an association, a corporation, a profession, a business or a commodity or product, which is visible from any public highway and is used to attract attention.

** The Code of the City of New Orleans, 1965, Chapter 65, Vieux Carre, Article II, Signs.

prompted the landmark case, *City of New Orleans vs. Dan Levy* (223 La. 14, 64 So. 2d 798), should certainly be prohibited, but study should be made of the possibility of relaxing sign requirements in the extensive commercial strip along Bourbon Street, from Iberville to St. Peter. Here the flashing neon and gaudy illuminated signs are positive elements of the entertainment-nightclub atmosphere.

The sign ordinance should be rigidly enforced in the remainder of the Vieux Carre, especially Section 65-33 which states that any sign "contrary to the provision of this Article shall be removed." The sign ordinance district should be expanded to include everything within the legal boundaries of the Quarter, and billboards should be removed. (While there is no provision in the existing sign ordinance for the control or removal of signs in this section of the riverfront, other historic areas such as Old San Juan have required that signs found objectionable in a newly established sign district be removed within one year's time.)

A number of signs, especially along parts of Royal and Chartres streets, are of exceptional graphic quality. Some of the newer gift shops and boutiques have turned to symbolic signing (the Acorn Shop, Candle Shop, etc.). This trend towards good graphics should be encouraged through the inclusion of graphic design assistance as one of the technical services offered by the Vieux Carre Commission.

Street Furniture

The term "street furniture" includes railings, lamp posts, house numbers, traffic signs, mailboxes, bus signs, trash containers and newspaper racks.

As part of the Vieux Carre Plan and Program, every effort should be made to insure that the design of these contributing elements of the tout ensemble are of a high standard and that their location and grouping is coordinated and consistent with good design principles.

Special considerations should be given to retaining existing lamp posts and street lights. New hitching posts and parking barriers, should be prohibited and replaced with curb blocks to deter sidewalk parking.

Street intersections, especially along Bourbon, Royal, Chartres and Decatur streets where pedestrian volumes are high, should either be paved or painted, as shown

in Figure 92, in an effort to separate clearly pedestrian and vehicular traffic.

Flags, pennants and banners ought to be introduced to the Vieux Carre for celebrating special occasions—Mardi Gras, religious and public holidays and Spring Fiesta. These could either be hung from galleries and verandahs or on special poles.

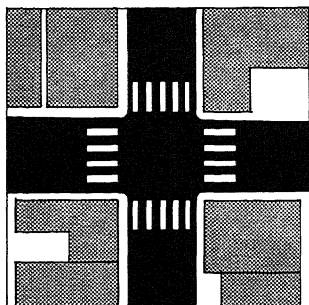


Figure 92: Proposed pavement markings

NOTES AND REFERENCES

INTRODUCTION

1. Bernard Lemann, *The Vieux Carre—A General Statement* (New Orleans: Tulane University, 1966), p. 7.

PART I APPROACH AND METHOD

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3. *Constitution of the State of Louisiana*, Article XIV, Section 22-A.
4. An excellent source of reference on historic district legislation is Jacob H. Morrison, *Historic Preservation Law*, (Washington: National Trust for Historic Preservation, 1965).
5. Stephen W. Jacobs and Barclay G. Jones, *City Design through Conservation*,—Unpublished Study, Vol. I—(Berkeley, 1960), p. 14.
6. *City of New Orleans v. Pergament*, 198 La. 852, 5 So. 2d (1941), Morrison, *op. cit.*, p. 47.
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15. Huber and Wilson, *The Basilica on Jackson Square*, (New Orleans, 1965), 13.
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61. Contracts dated April 21, 1816, and July 1, 1817; copies in collection of Samuel Wilson Jr.
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78. Huber and Wilson, *Baroness Pontalba's Buildings*, 39.
79. Daily Picayune, July 7, 1852.
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82. Vieux Carre Survey Records.
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84. NONA, Acts of Selim Wagner, July 17, 1867, V. 24, #1869.

PART III THE TOUT ENSEMBLE AND CHANGE

1. Jacobs and Jones, *op. cit.*, p. 111/45.
2. Christopher Tunnard and Henry Pope Reed, *The American Skyline* (New York: Houghton Mifflin Company, 1956), p. 89.
3. Lemann, *op. cit.*, pp. 59-60.
4. The categories of past and present associative sites are based on those proposed by Jacobs and Jones in *City Design through Conservation, op. cit.*
5. Jacobs and Jones, *op. cit.*, p. 111/53.
6. It should be remembered that the study area as defined for the Demonstration Study includes the tier of blocks between Iberville and Canal streets, which are not legally a part of the Vieux Carre historic district.
7. Since only an exterior inspection was undertaken, certain components, notably roofs and foundations, frequently could not be observed.
8. Lemann, Bernard, *Historic Areas and Structures*, Community Renewal Program, New Orleans City Planning Commission, New Orleans, 1967.
9. *Ibid.*, p. 41.
10. *Ibid.*
11. For the purpose of analyzing the economy of the Vieux Carre, the study area boundaries were defined as the Mississippi River, Canal Street, North Rampart Street and Esplanade Avenue. However, the six squares of predominantly central business district type uses fronting on Canal between Decatur and North Rampart streets were excluded as atypical of the rest of the Quarter. Office buildings and large retail establishments, including department stores, predominate here.
12. A review of past real estate trends in the Vieux Carre indicates that a low point was reached during the period

- 1925 to 1935. At this time good brick buildings in residential use on Royal and Bourbon streets were selling for between \$5,000 and \$8,000. At the same time the smaller wooden residential buildings in other parts of the Quarter were selling for between \$3,000 and \$6,000.
13. Alan M. Voorhees & Associates, Inc., *New Orleans Central Business District Traffic Study*, prepared for Louisiana Department of Highways, March, 1967, p. 7.
14. Existing traffic information for Vieux Carre streets was obtained from *New Orleans Metropolitan Area Transportation Study*, 1959-1960, Vol. I, Characteristics of Existing Traffic; Louisiana Department of Highways.
15. This report is being published as a technical supplement to this report. It was prepared for the Bureau of Governmental Research and the City of New Orleans as an extension of the Vieux Carre Demonstration Grant Study by Marcou, O'Leary and Associates in conjunction with Hammer, Greene, Siler Associates, Bolt Beranek and Newman, Inc., and Paul C. Box.
16. New Orleans Central Business District Traffic Study.

PART IV THE RECOMMENDED PLAN

1. This and the other designs that follow in Part IV are illustrative of planning and design principles and should not be regarded in any way as architectural solutions.
2. See for instance, *1960 Bond Issue*, Bureau of Governmental Research, New Orleans: 1960.

PART V ACTION PROGRAM

1. Lemann, *op. cit.*, p. 77.
2. Orin Bullock, Jr. in his work, *The Restoration Manual*, (Silvermine; Norwalk, Connecticut: 1966) defines these terms as follows:

"*Restoration*, used architecturally, means putting back as nearly as possible into the form it held at a particular date or period in time. Its accomplishment often requires the removal of work which is not 'of the period.' The value of a restoration is measured by its authenticity.

"*Preservation* means stabilizing a structure in its existing form by preventing further change or deterioration. Preservation, since it takes the structure as found, does not relate to a specific period in time and is, architecturally, the most intellectually honest treatment of an ancient monument.

"*Reconstruction* means the re-creation of a building from historical, archaeological, and architectural docu-

ments and other evidence, often highly conjectural. Parts of buildings which are "restored" often must be reconstructed because original work has been removed and changed; this detracts somewhat from the accurate and possibly from the intellectual honesty of the restoration."

3. In the report, *With Heritage So Rich*, (p. 46) the plan for administering the revolving loan fund of the Historic Charleston Foundation has been summarized as follows:
 - "1) That historic areas rather than individual houses, be given preferential consideration for restoration. By partially restoring an area of architectural importance, now deteriorated, private funds would then be attracted to restore the remainder. This would enhance values and provide a two-fold return on the fund's investment.
 - 2) That properties that should be saved could be purchased and developed into rental units such as apartments, offices, stores, etc., depending on the neighborhood. Exterior restoration rather than elaborate interior redecoration would be emphasized.
 - 3) That worthy properties would be purchased for resales with restrictions concerning future alterations and use.
 - 4) That both in purchases for resale and rental adjacent properties of little value may be bought and buildings torn down to create either gardens or well-designed open areas. This will improve neighborhoods by removal of unsightly structures.
 - 5) That properties be purchased or accepted as gifts with life occupancy by existing tenants as is done by Colonial Williamsburg, Inc.
 - 6) That the Foundation seek to have worthy properties willed or donated, with no restrictions as to their use, and that these properties may be sold to persons who will agree to maintain their architectural integrity."

APPENDIX

1. Though records list 369 permits, a number of buildings have had up to five permits issued where the actual work was never started or completed. Based on an estimate from the Vieux Carre Commission, and subsequent field inspection, a figure of 280 actual projects is considered a more realistic estimate of rehabilitation and new construction activity from 1953 to 1965.
2. During 1964, G. Brian Corporation as a rental agent for Southern Land Title Corp. was involved in 34 buildings in the Vieux Carre. See *Report and Analysis for Real Estate Housing, 1964*, Southern Land Title Corp., New Orleans.

Associative sites of major significance

see Figure 14:

1. Jackson Square
2. St. Louis Cathedral, Jackson Square
3. The Cabildo, Jackson Square
4. The Presbytere, Jackson Square
5. The Louisiana State Arsenal, 615 St. Peter Street
6. Madame John's Legacy, 632 Dumaine Street
7. Ursuline Convent, 1114 Chartres Street
8. St. Mary's Church, 1116 Chartres Street
9. United States Custom House, 432 Canal Street
10. Former United States Mint, 420 Esplanade Avenue
11. Baroness Pontalba Apartment Buildings, Jackson Square
12. Site of the French Opera House, Bourbon Street at Toulouse
13. Orleans Ballroom, 717 Orleans Street
14. Site of the old St. Louis Hotel, St. Louis Street at Royal
15. Pirates' Alley
16. French Market, 800-900 Decatur Street
17. General Beauregard House, 1113 Chartres Street
18. Le Petit Theatre du Vieux Carre, 616 St. Peter Street
19. Miro House, 529 Royal Street
20. Miltenberger House, 902 Royal Street
21. Lafitte's Blacksmith Shop, 941 Bourbon Street
22. Maspero's Exchange, 440 Chartres Street
23. Governor Roman Residence, 611 Royal Street
24. Clark House, 823 Royal Street
25. Gallier House, 1132 Royal Street
26. Madame Laluarie's "Haunted House," 1140 Royal Street
27. La Branche House, 700 Royal Street
28. Old Absinthe House, 238 Bourbon Street
29. Slidell House, 312 Royal Street
30. Skyscraper Building, 640 Royal Street
31. Judah Benjamin House, 327 Bourbon Street
32. Audubon House, 509 Dauphine Street
33. Girod House (Napoleon House), 503 Chartres Street
34. Old Bank of Louisiana, 401 Royal Street
35. Bosque House, 617 Chartres Street (site of the fire of 1788)
36. Fencing Masters' Houses and Teaching Ground, Exchange Alley
37. St. Mark's Church, North Rampart Street at Governor Nicholls
38. Carmelite Monastery, North Rampart Street at Barracks
39. Morning Star Baptist Church, 910 Burgundy Street
40. Maison Hospitaliere, 822 Barracks Street
41. McDonough Elementary School, 701 St. Philip Street
42. St. Louis Cathedral School, 830 Dauphine Street
43. New Orleans Jazz Museum, 1017 Dumaine Street
44. Louisiana Wild Life and Fisheries Museum, 400 Royal Street

PHOTOGRAPH CREDITS

The photographs used in this report are from the following sources, and are listed by page number and position. UR, MR, LR means upper right, middle right, and lower right. The letter U means upper, L means lower, and UL, ML, LL means upper left, middle left, and lower left.

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